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BECA-0158

# BERKELEY WATERFRONT PLAN

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## Alternatives Description and Initial Evaluation Criteria

December 5, 1984

PREPARED FOR THE CITY OF BERKELEY BY ROMA PLANNING AND URBAN DESIGN

Anthony/Fleming Associates, Community Involvement • ESA, Environmental Assessment • DKS Associates, Transportation  
McGuire and Company, Market and Financial Analysis • PAD, Social Analysis • Wilson-Porter, Civil Engineering



BERKELEY WATERFRONT PLAN  
ALTERNATIVES DESCRIPTION AND INITIAL EVALUATION CRITERIA

This memo marks the first milestone in the Berkeley Waterfront Planning Program illustrated in Figure 1. It outlines initial findings on three closely related subjects:

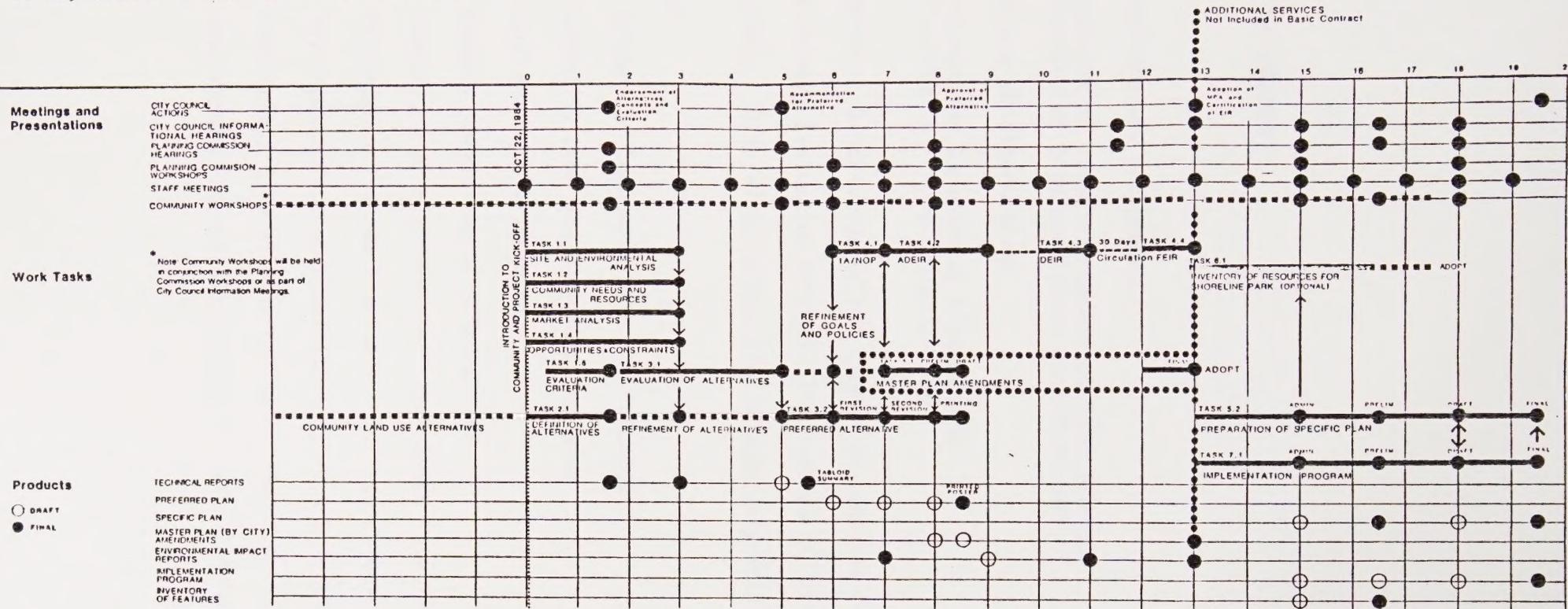
- o Analysis of Community-Generated Land Use Concepts
- o Definition of Generic Land Use Alternatives
- o Preliminary Evaluation Criteria

As shown in the schedule chart, the Consultant Team is approximately midway through the planning analysis of such factors as market and environmental context. The intent of the current document is to put forth a preliminary formulation of Generic Alternatives. With certain changes and refinements, this limited number of representative alternatives will be the ones tested in the next phase of work, against Evaluation Criteria embodying the city's goals and objectives for the waterfront site. They will also be used as the required alternatives for the purpose of environmental review, also outlined on the schedule chart.

Thus, the immediate purpose of this memo is to elicit comments and suggestions on two of the basic elements of the planning study. In order to proceed according to the City's desired schedule, endorsement of preliminary concept alternatives is needed by mid-January. Thus, a series of workshops and hearings has been established during December to gather community input. These will culminate in a City Council meeting in early January. Contingent on such endorsement, the Consultant Team will begin detailed evaluation of alternatives leading to recommendation of a Preferred Alternative sometime in April or May.



Figure 1.  
Berkeley Waterfront Planning Program: Proposed Schedule





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# Introduction and Background



## ANALYSIS OF COMMUNITY-GENERATED ALTERNATIVES

In the spring of this year, as part of Phase 2 of the waterfront planning process, the City requested suggestions from the community on alternative concepts for the Berkeley waterfront lands. There were approximately 30 community land use proposals submitted, by sources ranging from individuals to private clubs and interest groups to public commissions.

The comprehensiveness of these proposals also varied: some spoke to only one issue, such as incorporating a specific activity, or advocating a certain implementation strategy. Others were full-blown master plans, complete with graphic illustrations. The following analysis (see Tables 1 and 2, and Appendix 1) considers all of these suggestions, the intent being to both capture their diversity and identify areas of consensus. Out of the analysis of community alternatives we have derived two things:

- o guidance on formulation of representative generic alternatives;
- o suggestions for the specific evaluation criteria appropriate to the needs and priorities of the Berkeley community.

Both of these products will be discussed in detail in subsequent chapters of this report. This chapter will describe the community-generated alternatives themselves, mainly in terms of proposed quantity, location, and height of land uses. More qualitative issues such as development scale and character, specific activities, revenue and job generation, etc. will be addressed as part of the generic alternatives and evaluation criteria and more fully developed in the comparative evaluation that will follow.

### Proposals for Open Space Conservation and Recreation

Almost without exception, the community alternatives maintained a large portion of the site as public open space. Over three quarters reserved the majority of privately-held waterfront lands for open space/recreational purposes; this includes the proposal of the landowner, Santa Fe Land Improvement Company.

The consultants have documented the immense range of suggested and potential open space/recreational activities, and are in the process of testing them for relative suitability on the waterfront site. Whatever the specific program of activities will be, however, it is overwhelmingly clear that there is a strong consensus for retaining all wetlands and over half of dry lands for conservation, recreation, and open space uses.

### Proposals for Development, Type and Quantity

All but 3 proposals advocated that at least 20 acres be allocated to development parcels. Most proposed uses fall into four categories: Housing, Office/R&D, Commercial, and Hotel/Conference.

Other proposed uses include indoor sports, artisan live-work uses, and many varieties of public, institutional, and cultural facilities. These were relatively minor components in terms of size; their significance lies more in creating a rich mix of activities and fulfilling other urban design and social/cultural goals.

Proposed amount of development ranged from 300,000 to more than 7,000,000 square feet. However, the proposals fell into three broad clusters, as illustrated in Figure 2.

- o Low Intensity - Under 1,000,000 square feet, often predominantly hotel, conference, and limited retail, combined with public and institutional/cultural uses.
- o Moderate Intensity - 1 to 2-1/2 million square feet (uses varied).
- o High Intensity - Over 3-1/2 million square feet (uses varied).

The average amount of development proposed was just under 2,000,000 square feet (see Table 1). The average breakdown among proposed uses was approximately one-third Office/R&D, one-third Housing, and one-third Hotel/Conference/Retail. These averages should not be equated with a consensus; however, they do illustrate the "center of gravity" of the widely varying proposals.

### Proposals for Development Location

Table 2 summarizes community ideas on location of development. There is general consensus that the Marina edge and area adjacent to the freeway are appropriate locations for development. There is some question just how much of the meadow area should remain undeveloped, but it is generally agreed that the central meadow should provide a generous public park. A continuous shoreline park is incorporated into all community plans, but there is less agreement on the minimum width of that park, as evidenced by the proposals for the North Basin and Horse Barn area. There is also a split regarding the best use for the Brickyard. There is general support for a nature preserve and interpretive center; approximately one-third proposed adding lodgings and possibly a conference center on a portion of the Brickyard.

### Proposals for Height

As described in Figure 2, the maximum height proposed in community alternatives varied from 2 stories to 20. There was more general agreement that the average height should be somewhere between two to four stories.

### Conclusion

Clearly, the above quantitative summary cannot do justice to the breadth and depth of ideas included in the community alternatives, nor is it intended to fully describe them. Rather, it gleans only the types of information pertinent at this initial level of formulation of generic alternatives. As the competing alternatives are refined, and particularly as a preferred alternative begins to emerge, some of the more subtle and/or qualitative elements suggested in community proposals will be incorporated. The goal is that the ultimate plan not only satisfies all technical, environmental and economic requirements, but that it has a richness, a design excellence, and an innovative spirit which reflects the special and varied character of the Berkeley community,

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Table 1

SUMMARY OF  
COMMUNITY LAND USE PROPOSALS

<u>ACRES OF OPEN SPACE</u>	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
Less than 50% of site	6	23
50-70%	9	35
70-90%	8	31
Over 90%	3	11
<b>TOTAL</b>	<b>26</b>	<b>100</b>
<u>SQUARE FEET OF DEVELOPMENT</u>	<u>Number of Proposals</u>	<u>Average Square Feet</u>
Housing	18	710,000
Office/R&D	23/19	617,000
Commercial	21	138,000
Hotel/Conference	19	532,000
<b>TOTAL</b>	<b>24</b>	<b>1,997,000</b>
<u>AVERAGE HEIGHT</u>	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
1-2 stories	7	33
2-4 stories	10	48
4+ stories	4	19
	<b>21</b>	<b>100</b>

Note: Not all of the Community Land Use Alternatives specified all of these characteristics.

Table 2

## COMMUNITY LAND USE PROPOSALS, BY AREA

	<u>Number of Proposals</u>	<u>Percent of Proposals</u>
<b>BRICKYARD</b>		
Wetlands and nature study only	15	68
Add hotel or similar	<u>7</u>	<u>32</u>
	22	100
<b>CENTRAL MEADOW</b>		
Should remain wild	1	4
Open Space 90% or more	14	64
Open Space 50-90%	4	18
Less than 50% Open Space	<u>3</u>	<u>14</u>
	22	100
<b>EAST MEADOW, ADJACENT TO FREEWAY</b>		
Should be all Open Space	3	17
Allow some development	<u>15</u>	<u>83</u>
	18	100
<b>WEST MEADOW, ADJACENT TO MARINA</b>		
Should be all Open Space	3	25
Allow some development	<u>9</u>	<u>75</u>
	12	100
<b>NORTH BASIN STRIP AND STABLES</b>		
100' Shoreline Park; remainder development area	8	44
200'-250' Shoreline Park; remainder development area	8	44
Majority Open Space and recreation area	<u>2</u>	<u>11</u>
	18	100

## OTHER

Strong support for beach, either south of University or other appropriate location.

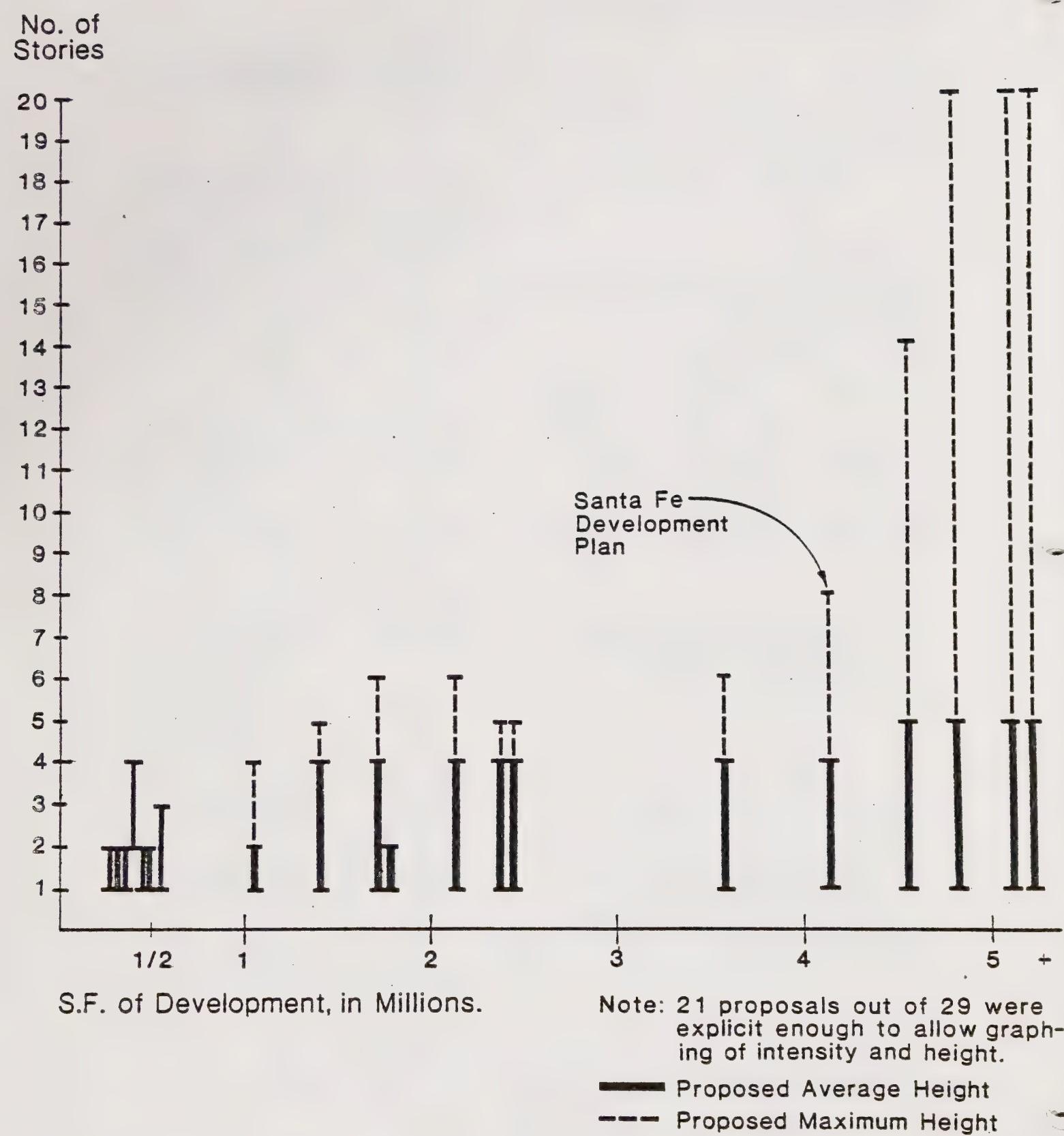


Figure 2

## Community Alternatives: Development Quantity and Height

## OVERVIEW OF SITE CONDITIONS AND CHARACTER

The following is a general outline of site conditions, as illustrated in Figure 3. A more detailed analysis of these factors and others will be included in the Site Opportunities and Constraints memo to be prepared in the coming months. The current overview serves mainly as preliminary input into formulation of realistic generic alternatives.

### Soils and Geology

The entire site was created by successive land filling on a bay mud substrate. Fill materials have ranged from refuse to soil and building materials. Overall, the soils are characterized by high compressibility and differential settlement.

Seismicity, slope stability and liquefaction do not pose any great limitations on development. However, different fill materials have created varied development opportunities across the site. More stable soils can support small structures without using expensive pile foundations. There are few locational constraints for larger structures with more elaborate foundations.

In general, the most stable soils occur along the freeway and at the Brickyard site.

### Water Quality, Hydrology, and Drainage

Three storm sewers flow through the site and outfall into the Bay, carrying substantial amounts of pollutants, including coliform, grease, oil, lead and nutrients.

High groundwater is prevalent over much of the site, but this can be mitigated with site drainage improvements.

### Air Quality

The climate on the site is generally cool and windy. Fog is more prevalent here than in the rest of Berkeley.

The prevailing westerly winds provide natural ventilation to the site, which disperses most traffic-generated pollutants. Carbon dioxide may pose some problems adjacent to the freeway on calm days.

### Biological Resources

No rare and endangered species have been identified on the site or environs. There are four wildlife habitats on the site:

- A. Upland Habitat (advanticious/weedy). This area is primarily a habitat for rats and land birds. Bird species include: Pelican, Least Tern, and Peregrine Falcon.
- B. Aquatic Habitat (open water). Disruption and pollutants presently occur, especially at Aquatic Park.
- C. Shoreline Habitat (predominantly riprap). Continued protection from wave action is necessary to retain edge. There is no natural beach site along the shoreline.
- D. Mud Flat/Salt Marsh Habitat. Mud flats now exist at Brickyard Cove and in small areas around drainage outfalls. Mud flats are a very productive habitat which are protected under policies of regional public agencies..

### Noise Environment

The I-80 corridor has a major impact on any development adjacent to the freeway. Sound protection measures will be necessary in developing this area.

### Circulation

Traffic along I-80 will have a major impact on the development of the site. Current traffic patterns include major southbound congestion in the morning and major northbound congestion in the evening. Freeway congestion causes traffic diversion onto local streets and the Frontage Road. Caltrans has proposed certain improvements to accommodate this congestion. However, development capacity on the Berkeley site may still be constrained by the effects of congestion and diversion.

The freeway currently acts as a barrier between the city and the waterfront, as east/west access is limited to three points: Gilman, University, and Ashby. Caltrans has proposed interchange improvements at all three intersections as well as pedestrian connections (over and under) and a bikeway overpass to improve access to the waterfront. However, ramp capacity will be a key factor in determining development potential at the waterfront.

## Utilities

For the most part, water capacity, gas and electric systems will require only minor modifications off-site to accommodate development on the waterfront site. However, sanitary sewer and storm sewer systems will pose more major problems. In all alternatives utility improvements will be required on-site to provide adequate service and protection.

The sanitary sewer system may pose the most serious constraints. The existing sewage treatment plant is currently at capacity in wet weather, because of infiltration/inflow problems. Addressing these would require city-wide efforts. The main interceptor also has reduced capacity in wet weather due to infiltration.

Present trunk line capacity to the site is also a constraint. The 16-inch connector under the freeway has limited capacity and is costly to rebuild. Lastly, the low elevation of the site would require that a pump station be built and maintained.

The storm sewer system has problems as well. Surface runoff now outfalls to the Bay, carrying a variety of pollutants. Infiltration limits capacity in wet weather, as does siltation clogging the lines.

## Physical Landscape

The site is made up of a number of distinct physical areas:, as illustrated in Figure 4. The Marina, North Waterfront Park, and other city-owned property west of Marina Boulevard; the Meadow, the Brickyard, the Frontage Road strip south of University, the area alongside the North Basin, and Golden Gate Fields Horse Barns (leased until 1997). Acreages for these areas are given in Table 3. Existing development includes the Marriott Hotel, several restaurants, a small office building, a number of marina structures, and a vegetable stand. Significant nearby land uses include the Fourth Street retail/restaurant area, the West Berkeley Redevelopment Area, various industrial uses, Aquatic Park, Golden Gate Fields Racetrack, and the Emeryville Redevelopment Area.

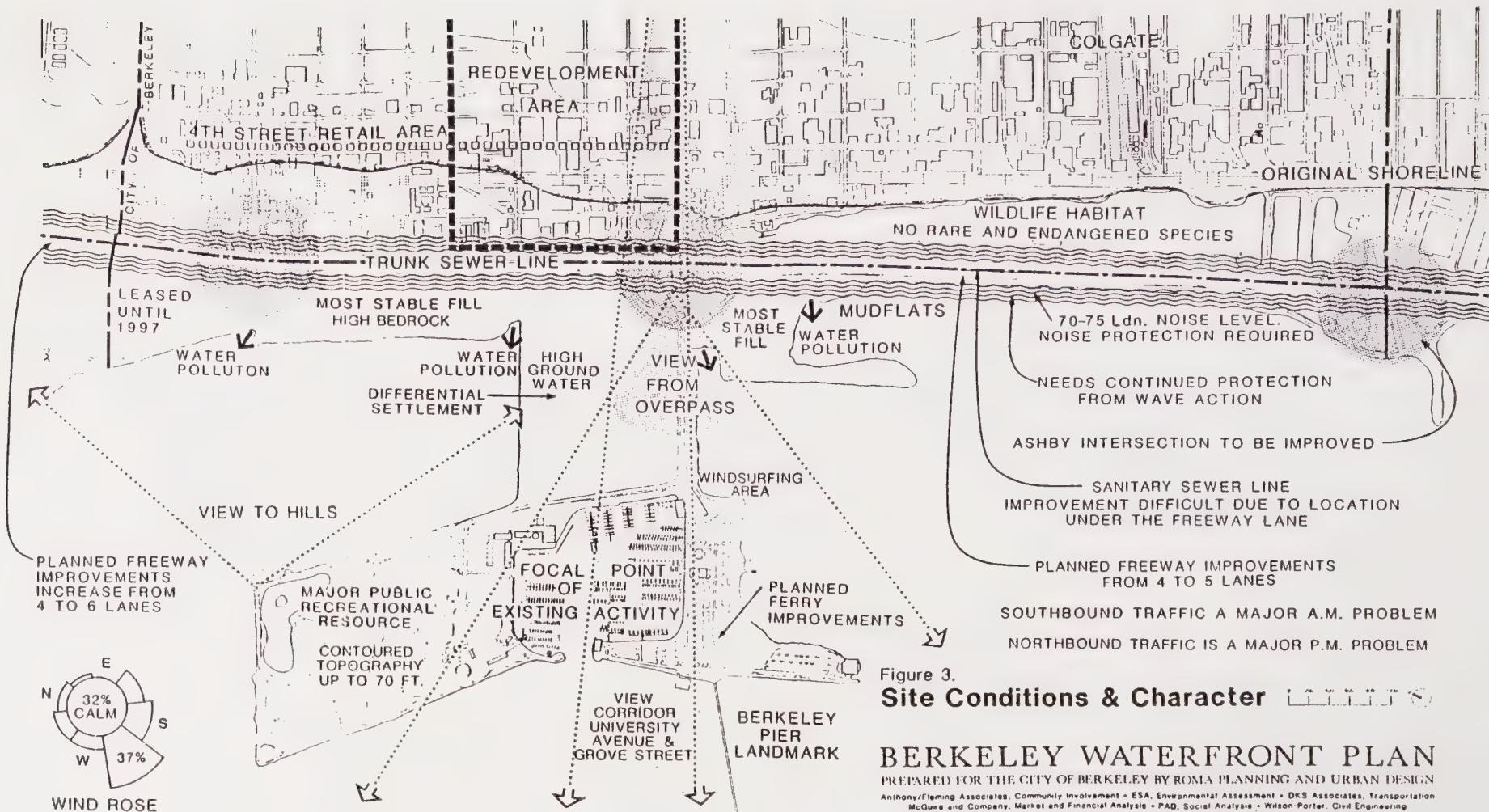
## Visual Landscape

Important views which should be preserved and/or enhanced by future development include the views from North Waterfront Park to the Berkeley Hills, the view corridor down University Avenue from the downtown area, and from the top of the University overpass to the Marina and Bay, as well as views from the freeway to the Bay.

Table 3

## LAND RESOURCE BY SUBAREA

	<u>Existing</u>
<u>Privately-Owned Land</u>	
Upland	
Meadow	71.5
Horse Barn	28.0
North Basin	34.7
Brickyard	29.2
Frontage Road Strip	7.0
TOTAL	170.4
Submerged	
North Basin	214.21
South Basin	291.00
Out Parcels	?
<hr/>	
City-Owned Land	
North Waterfront Park	90.00
Marina Edge	68.00
Marina Harbor	45.00
City Streets in Meadow Area	<u>5.13</u>
TOTAL	203.00



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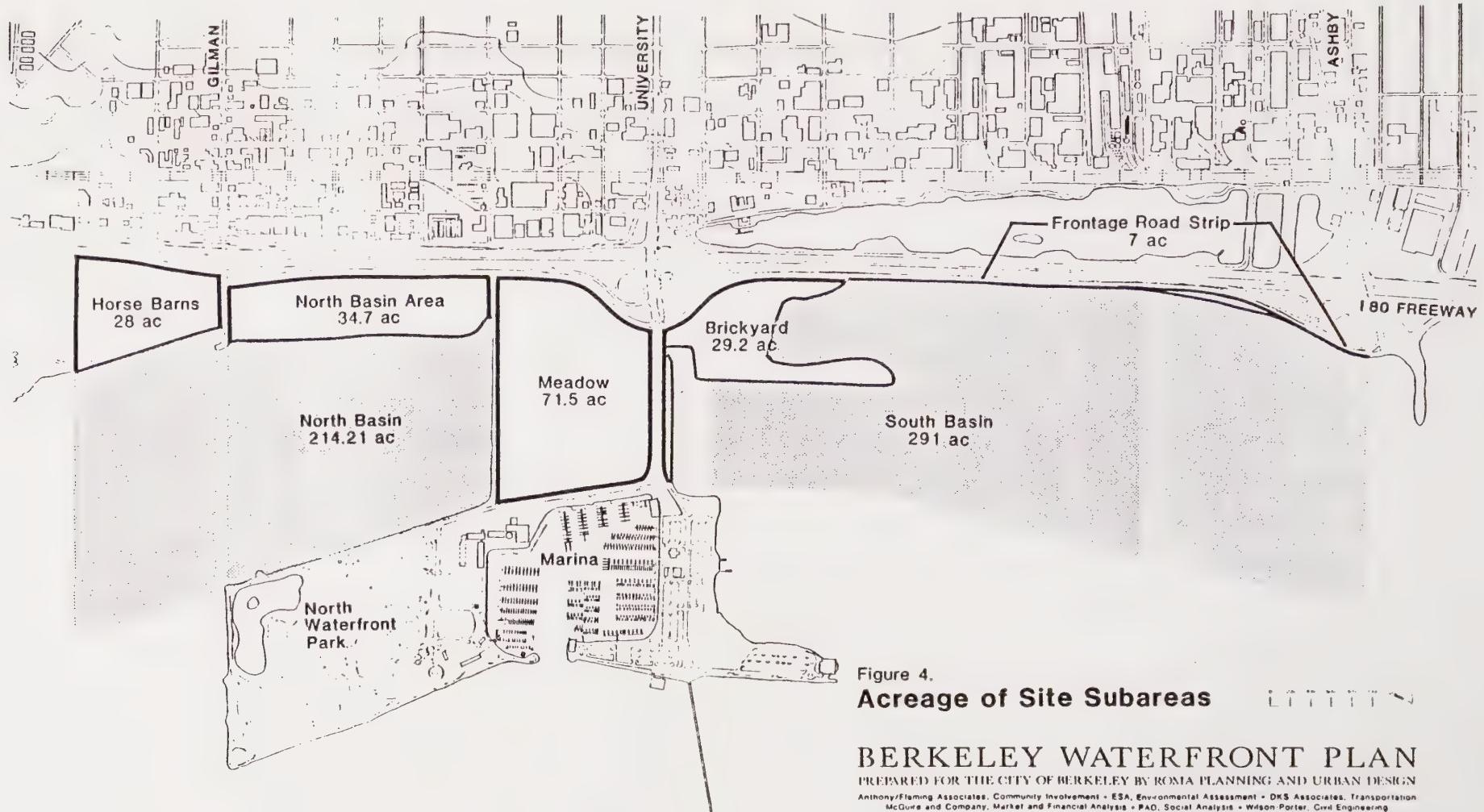


Figure 4.  
**Acreage of Site Subareas**

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# Definition of Alternatives



## CONCEPT FOR STRUCTURING ALTERNATIVES

The generic alternatives must draw together ideas from a number of sources: the suggestions of the community, public priorities as expressed in adopted policy, and technical constraints such as environmental suitability and economic feasibility. The concept for structuring a limited number of representative alternatives can be understood as a balancing act between four significant variables:

1. The intended role of the waterfront. (Should the emphasis be on recreational potential, or economic development opportunities, or creating a new mixed-use neighborhood, or perhaps some combination of the above?)
2. Optimum pattern (i.e., location and massing) of development to best incorporate community values, environmental suitability, and good urban design, while still recognizing economic and implementation realities.
3. Appropriate intensity of development, determined first by physical limitations such as traffic capacity, and further refined to be consistent with community objectives.
4. Proper mix of development, in order to create an active and vital place, to balance retail support with other uses, and, if residential is included, to ensure that it fosters a true neighborhood rather than an isolated enclave.

### Hierarchy of Decision Making

At this early stage, the alternatives provide the greatest definition to role, intensity and mix, with only conceptual plans for the pattern of development. The intent is to reach agreement first on the gross outlines of quantity, type, and general location of various uses. In the next stage of work, we will fill in the outlines of the selected alternatives, creating the best physical plan and activity program for each.

### Making Trade-Offs

The main purpose of the concept alternatives is to illustrate the range of competing goals held by various actors in the waterfront planning process, and also to identify areas of general consensus. Each of the generic alternatives has been structured to be viable and realistic within its own goal framework. What remains is to measure the competing alternatives against a set of evaluation criteria representing the city's objectives for the waterfront. With a comparative evaluation in hand, the community can make informed choices as to trade-offs among objectives.

## Summary of Alternatives

There are five generic alternatives, including the "no project" alternative required for the purpose of environmental review. As illustrated in the table below, they range from 200,000 to over 4,000,000 square feet, which generally brackets the range of community alternatives previously discussed. The amount of land set aside for development parcels ranges from approximately 10 to 70 acres, or 6 to 40 percent of the privately-owned upland area.

Table 4

### SUMMARY COMPARISON OF ALTERNATIVES

<u>Project</u>	<u>1 Low</u>	<u>2 Low/Moderate</u>	<u>3 Moderate</u>	<u>4 High</u>	<u>5 No</u>
Total Development in gross s.f.	100,000 to 200,000	680,000 to 1,465,000	2,230,000 to 2,765,000	4,150,000	0
Land Coverage in % of privately-owned upland area	6-8%	19-22%	35-40%	41%	0
Net FAR average overall development sites	0.2 to 0.5	0.4 to 1.0	0.75 to 1.0	1.44	0
TOTAL OPEN SPACE	154-156 acres	154-158 acres	114 ac.	90 ac.	-

The amount of open space ranges from 90 to 150 acres (see Table 5). It should be noted that approximately 5-10 acres are taken by improvements to the frontage roads and interchanges in all of the alternatives. Thus, the net total site area is approximately 160-165 acres.

Tables 5-9, the accompanying figures, and the following sections will describe each of the alternatives in more detail.

Table 5

COMPARISON OF ALTERNATIVES:  
OPEN SPACE LOCATION AND ACREAGE

	<u>Alt. 1</u>	<u>Alt. 2</u>	<u>Alt. 3</u>	<u>Alt. 4</u>
South Shoreline	7	7	7	7
-Beach Fill	--	+10	+10	+10
Brickyard	24	14	14	24
-Cut for refuge	--	-1.8	-1.8	--
-Fill in north of creek	--	+2.5	+2.5	--
"Strawberry Beach"	3	3	3	3
-Fill	--	+8	+8	--
Meadow	60	60	47	30
North Basin Beach (fill)	--	+3	+3	+3
North Shoreline	60	44	17	13
Piers (fill)	--	<u>+4</u>	<u>+4</u>	--
TOTAL	154 ac.	128 ac.	88 ac.	77 ac.
	(no fill)	+25.7 ac. net fill	+25.7 ac. fill	+13 ac. fill

Table 6

## DEVELOPMENT PROGRAM: Alternative 1 - Low Intensity

	<u>Sites</u>	<u>Program</u>	<u>Conditions</u>
A.	West Meadow/ Marina Edge 10-12 acre site 50% City-owned land	100,000 to 200,000 s.f. Specialty Commercial net FAR 0.2 to 0.5	Potential joint development program with the City
	Total Development	100,000-200,000 s.f.	
	Total Land Coverage	10-12 acres (includes +5 acres of City-owned land)	
	Net FAR (average)	0.2 to 0.5	

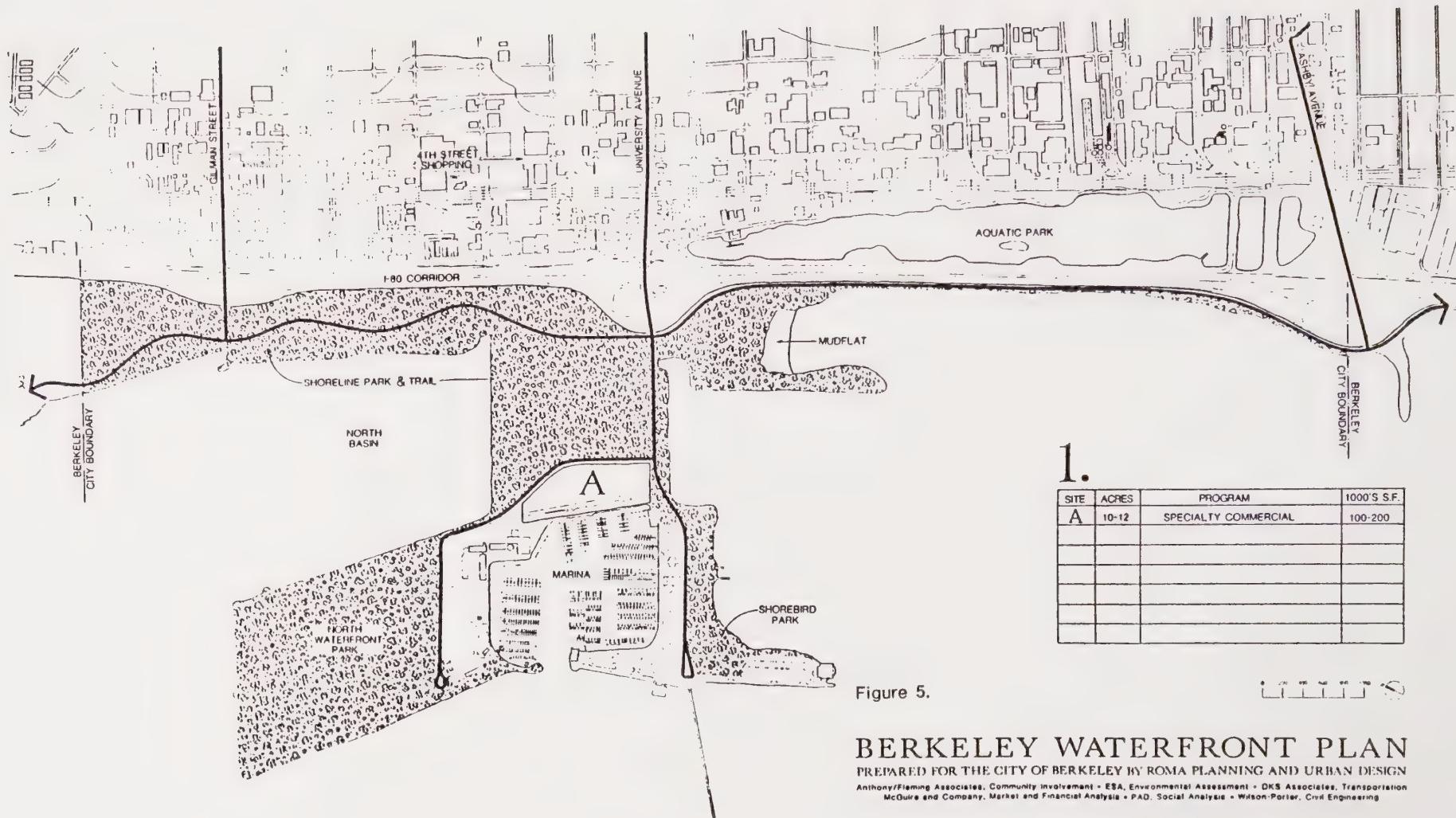


Figure 5.



Table 7

## DEVELOPMENT PROGRAM: Alternative 2 - Low/Moderate Intensity

	<u>Sites</u>	<u>Program</u>	<u>Conditions</u>
A.	West Meadow/ Marina Edge 10-12 acre site 50% City-owned land	100,000 to 150,000 s.f.  Specialty Commercial  net FAR 0.2 to 0.3	Potential joint development program with the City
B.	Horse Barn area 16 acre site under lease to 1997	350,000-1,000,000 s.f.  Office or Mixed Office and Residential  net FAR 0.5 to 1.5	Phased in response to existing lease  Use to be determined in coordination with Albany
C.	Brickyard 8-10 acre site	300-400 room hotel 30,000-50,000 s.f. conference facilities and comm. center  Total: 230,000-315,000 s.f.  net FAR 0.5 to 0.9	Potential joint development with state participation
	Total Development	680,000-1,465,000 s.f.	
	Total Land Coverage	34-38 acres (includes +5 acres of City-owned land)	
	Net FAR (average)	0.4 to 1.0	



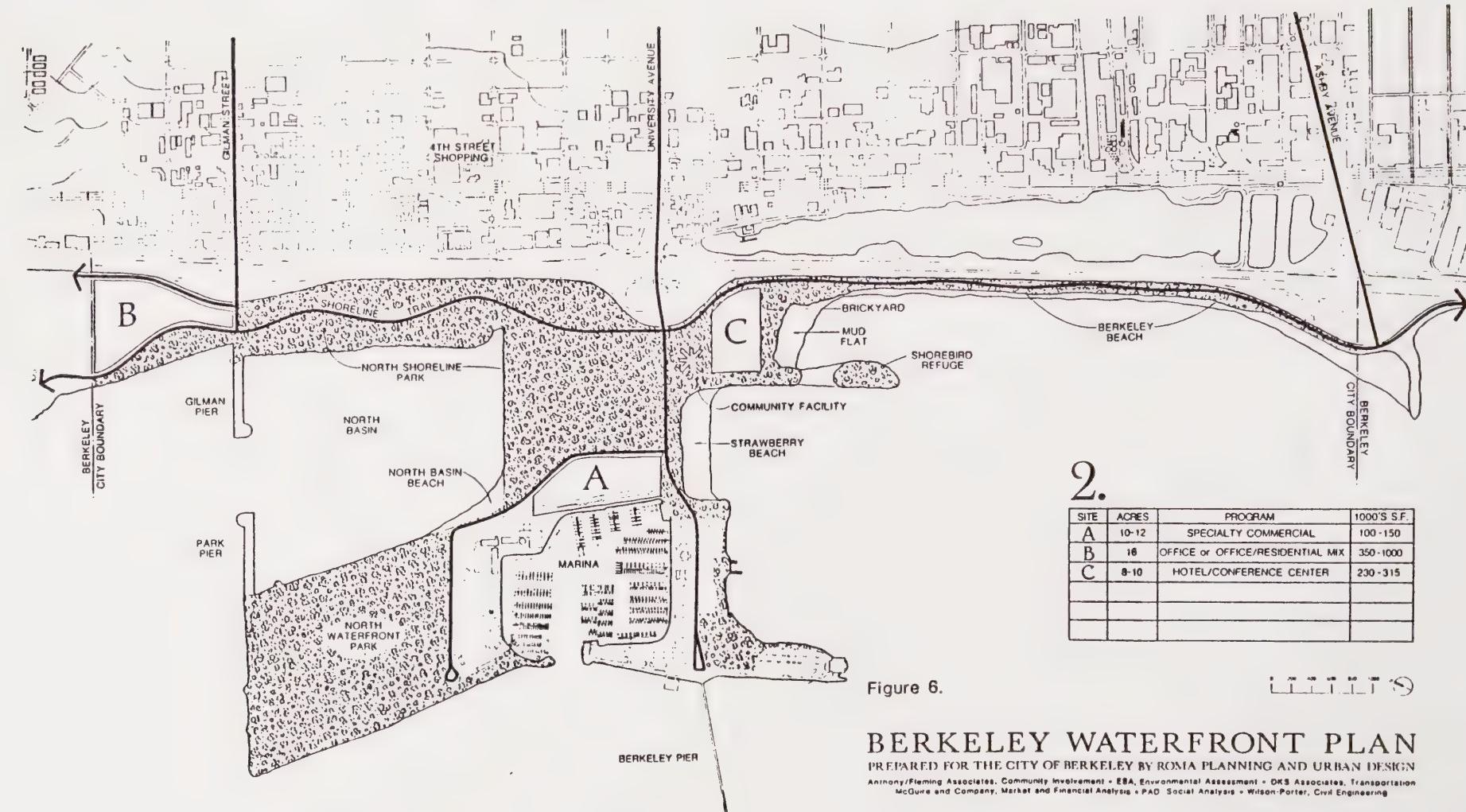


Figure 6.

## BERKELEY WATERFRONT PLAN

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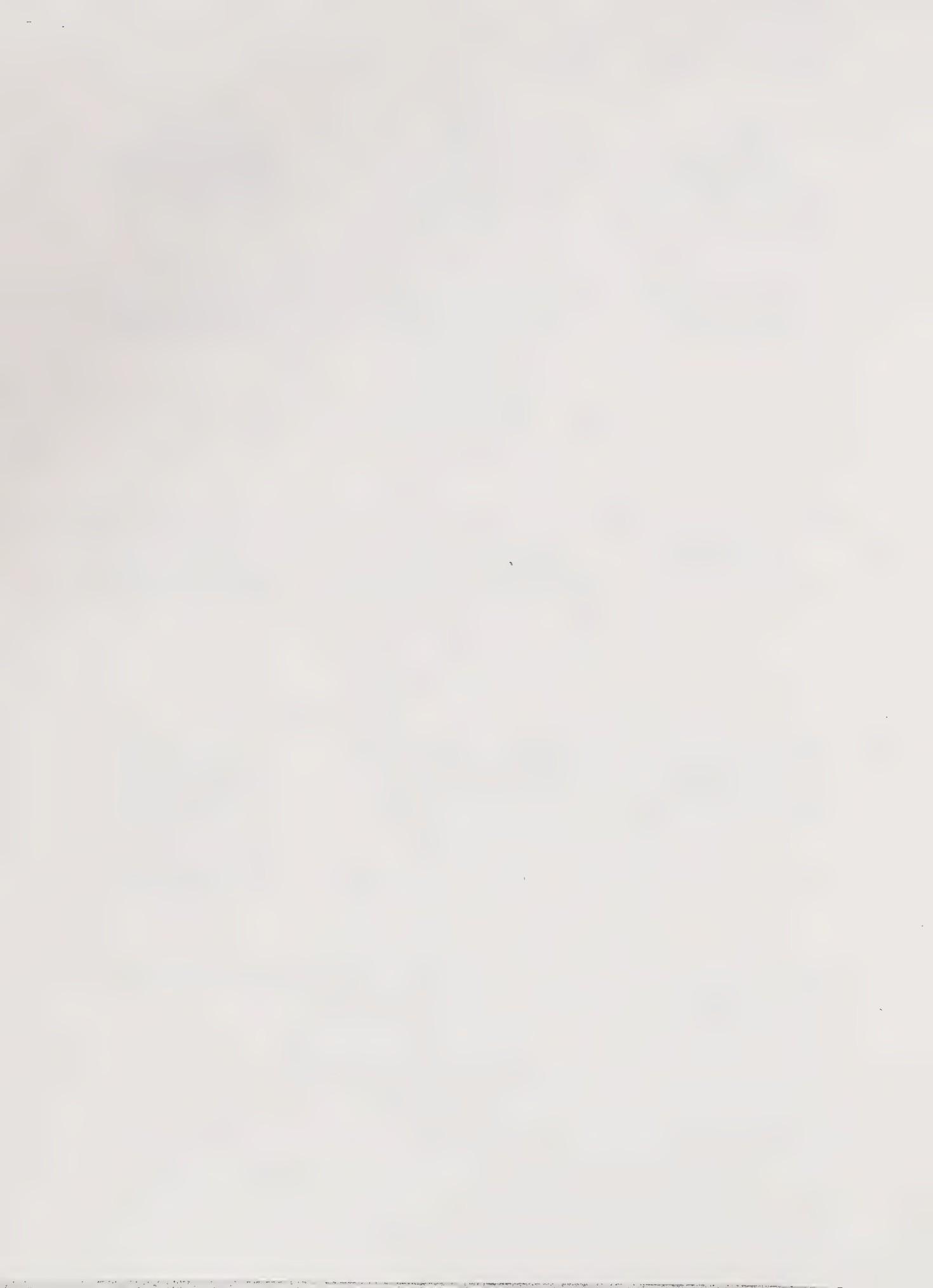
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Table 8

## DEVELOPMENT PROGRAM: Alternative 3 - Moderate Intensity

	<u>Sites</u>	<u>Program</u>	<u>Conditions</u>
A.	West Meadow/ Marina Edge 10-12 acre site 50% City-owned land	100,000 to 150,000 s.f.  Specialty Commercial  net FAR 0.2 to 0.3	Potential joint development program with the City
B.	Horse Barn area 16 acre site	350-500 dwelling units + 420,000-600,000 s.f.  Mixed Residential and Office  Total: 700,000-1,000,000 s.f.  net FAR 1.0 to 1.5	Phased in response to existing lease
C.	Brickyard 8-10 acre site	300-400 room hotel + 30,000-50,000 s.f. conference facilities and comm. center  Total: 230,000-315,000 s.f.  net FAR 0.5 to 0.9	Potential joint development with state participation
D.	Freeway Frontage East Meadow North Basin strip 27-30 acre site	600-650 dwelling units + 700,000-785,000 s.f.  Mixed Residential and Office  Total: 1,200,000-1,300,000 s.f.  net FAR 1.0	Residential use buffered from freeway noise by office use  Parcelization to reflect street pattern
	Total Development	2,230,000-2,765,000 s.f.	
	Total Land Coverage	61-68 acres (includes +5 acres of City-owned land)	
	Net FAR (average)	0.75 to 1.0	



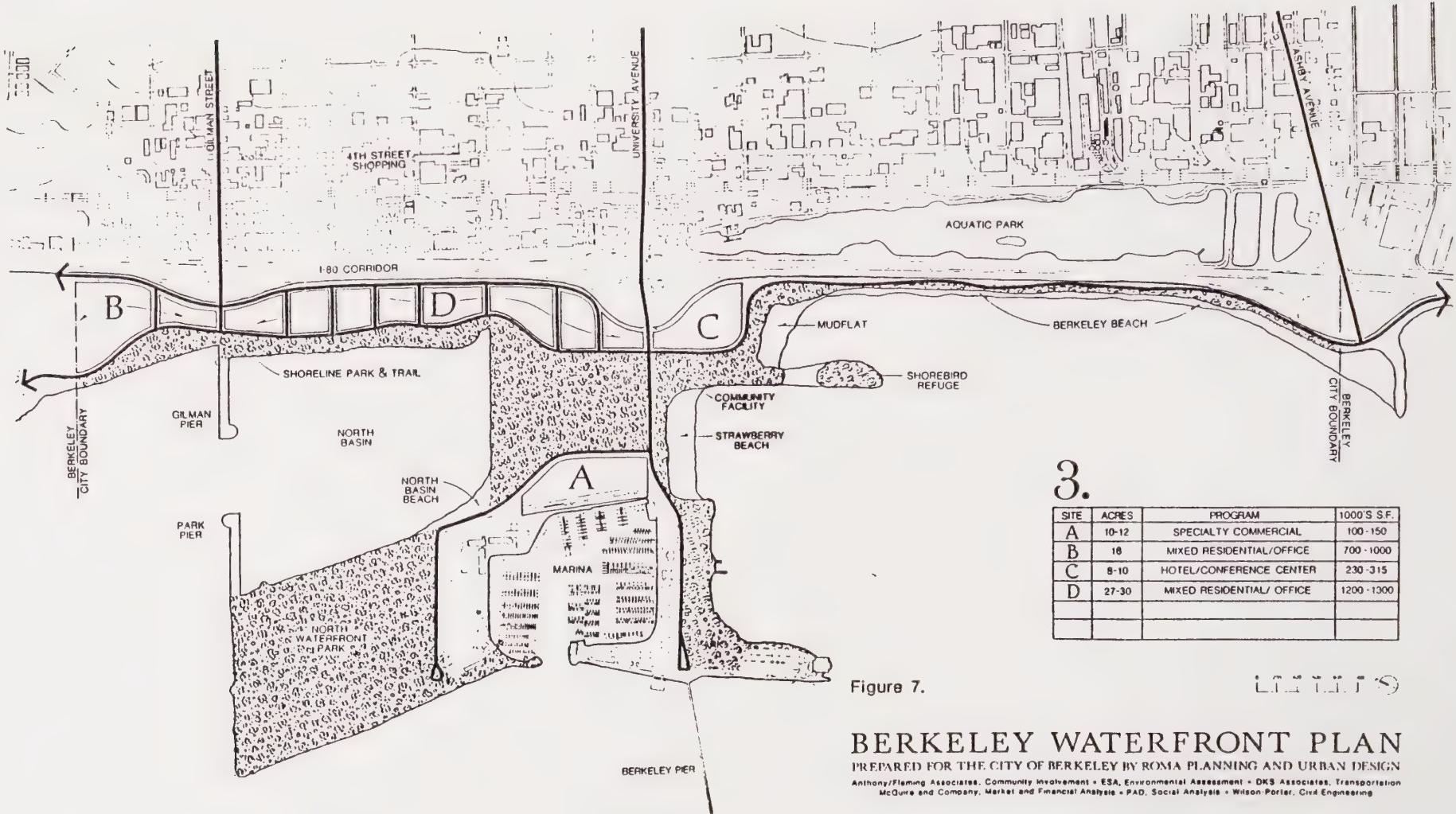


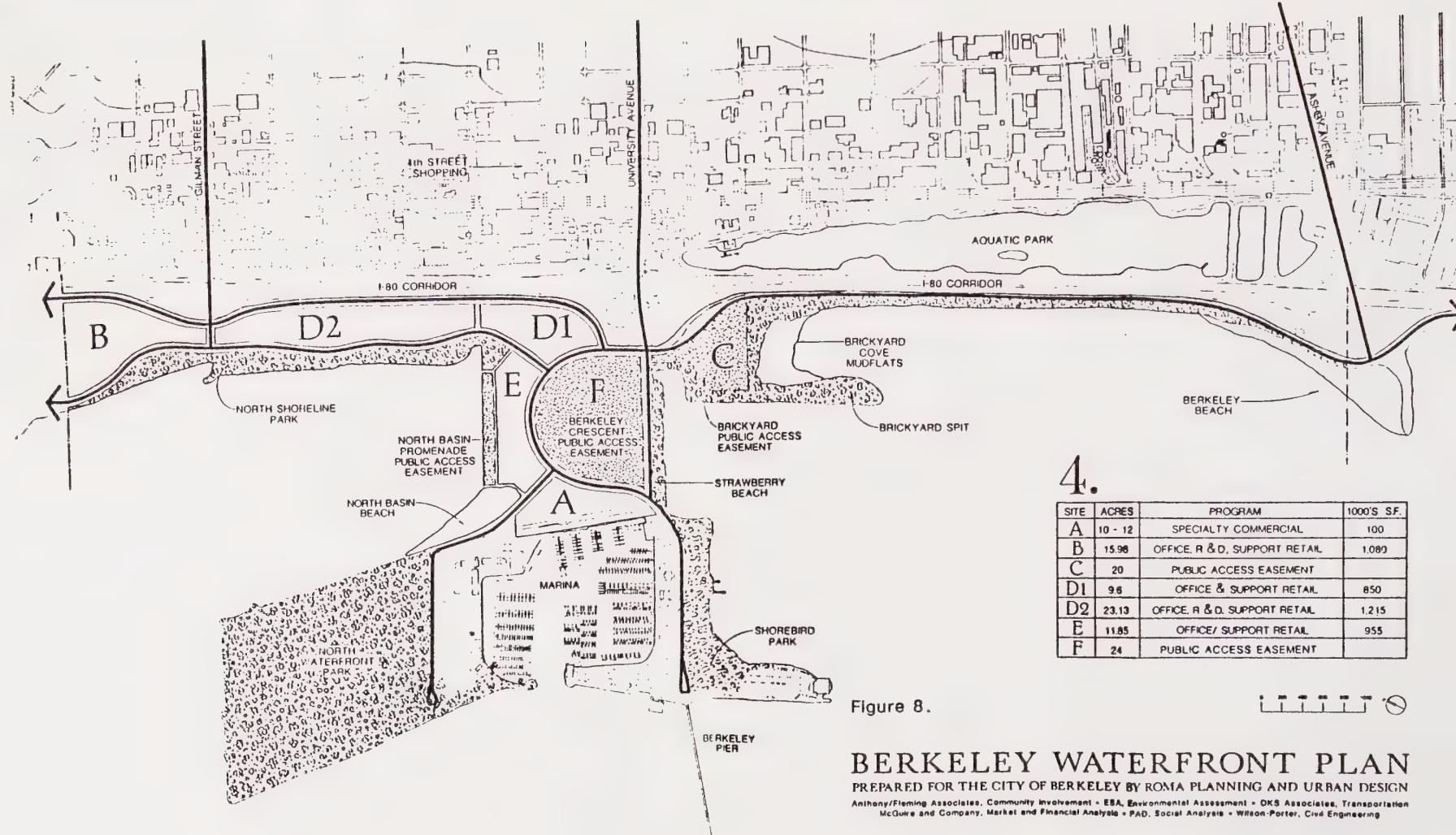


Table 9

DEVELOPMENT PROGRAM: Alternative 4 - High Intensity  
"Santa Fe"

	<u>Sites</u>	<u>Program</u>	<u>Conditions</u>
A.	West Meadow/ Marina Edge 10-12 acre site 50% City-owned land	100,000 s.f. Specialty Commercial net FAR 0.23	Proposed jointly developed project
B.	Horse Barn area 15.98 acre site	1,080,000 s.f. Office, R&D, with Support Retail net FAR 1.55	Phased in response to existing lease
C.	Brickyard +20 acre site	None	Private with a public access easement
D1.	Freeway Frontage East Meadow 9.6 acre site	750 room hotel + 350,000 s.f. Office, Support Retail Total: 850,000 s.f. net FAR 2.03	Assumed distribution of program for evaluation purposes
D2.	Freeway Frontage North Basin Strip 23.13 acre site	1,215,000 s.f. Office, R&D with Support Retail net FAR 1.21	Not parceled

E.	Central Meadow 11.85 acre site	750 room hotel + 455,000 s.f. Office, Support Retail	Assumed distribution of program for evaluation purposes
		Total: 955,000 s.f.	
		net FAR 1.85	
<hr/>			
F.	Berkeley Crescent 24 acre site	None	Private with a public access easement
<hr/>			
	Total Development	4,150,000 s.f.	
	Total Land Coverage	70.56 acres (includes 5 acres of City-owned land)	
	Net FAR (average)	1.44	





## ALTERNATIVE 1: LOW INTENSITY

This alternative represents the low end of the development scale. It provides the greatest land allocation to open space. With this alternative, we can evaluate the feasibility of creating a major regional recreation resource with broad benefits to Berkeley residents using primarily public funding to support improvements. Development will be limited to the type and intensity compatible with the primary open space role. The financial costs of public improvements will be met by identifiable public funding programs while various strategies could be employed to fund operations and maintenance costs.

This alternative assumes a limited investment in recreational facilities and minimal alteration or improvement to the existing shoreline. This alternative recognizes, however, that future commitments to public funding of facilities could add substantially to the recreational program.

### Pattern

In this alternative, the limited amount of commercial development has been located in an area where the City has already created an activity center. A major development parcel is located adjacent to the eastern edge of the existing Berkeley Marina. At this location, the development will serve to enhance the existing focus of activity and strengthen the visual definition of the Marina. This alternative recognizes that the City may choose to permit development intensification on City-owned land surrounding the Marina.

The remaining privately-owned upland will be devoted to open space with a range of passive and active recreational uses.

### Intensity

Development in this alternative is confined to approximately five to seven percent of the privately held uplands. The initial program devised to test this generic concept includes 100,000 to 200,000 square feet of development. The net FAR (floor area ratio) is between 0.2 and 0.5.

### Mix

The alternative limits the land uses to a commercial recreation-oriented specialty retail complex. This use would provide a major activity focus for the Marina. The Marina site does not provide sufficient opportunities to create a viable residential neighborhood. While suitable environmentally, it would become a small isolated residential project. City-owned lands adjacent to the Marina are under the jurisdiction of the State Trust for public lands and residential uses are precluded. Consequently, there would not be an opportunity to create a larger residential community surrounding

the Marina in the future. Other uses which could be compatible with the commercial recreation orientation include hotel, conference facilities, or professional offices.

### Development Strategy

This alternative is seen primarily as a public open space plan supported by public commitment to long-term improvements. The private commercial development is limited in size, scope and location to reinforce this primarily recreational role for the waterfront.

- o Public Funding. This development alternative would rely extensively on public funding, including state funds, for the open space and recreation improvements. Suitability for public funding can be determined, although no guarantee can be made to assure that these funds will be provided.
- o Revenues. Development revenues would be available from the commercial recreation component of the program adjacent to the Marina.
- o Economic Development. While the overall jobs generation is the smallest for any of the alternatives, the commercial recreation function provides the greatest number of jobs per square foot of development of any of the uses included in the alternatives. A large portion of these can be targeted to low-skilled individuals in the workforce.
- o Joint Development. There is a significant opportunity to establish a joint development project within the development site at the Marina. The City owns the land directly adjacent to the water's edge. The City could cooperatively participate in a project that integrates City-owned property with the adjacent parcel. In this way, the City may be able to structure explicit benefits from the private development.
- o Phasing. The long-term implementation of the open space would be the major phasing issue to the development of this alternative.
- o Potential Development of City Lands. The future development of City-owned land adjacent to the Marina would be very compatible with this development alternative. Any intensification, however, would have to assure an adequate parking supply for the existing marina and commercial uses.

## ALTERNATIVE 2: LOW/MODERATE INTENSITY

This alternative adds commercial development opportunities to the core Marina area development identified in Alternative 1 to provide additional profit centers in order to support a more intensive recreational development program. Development is still limited to the type and intensity compatible with the open space character of the waterfront, but a more intensive commercial recreation program reinforces the primary recreation role of this alternative. The additional revenue production from increased development could be utilized to help support more extensive capital improvements such as beach construction, shoreline improvements, or recreational developments in the shoreline park.

Public funding is still seen as critical to the implementation of this alternative, and a more extensive recreation improvement program can be phased to take advantage of future public commitments to a shoreline regional park.

### Pattern

In this alternative, the development is located in three distinct areas. First, a major development parcel is located adjacent to the eastern edge of the existing Berkeley Marina (as in Alternative 1). Second, a development site has been identified north of Gilman Street at the Horse Barn area. At this location, the widening shoreline will permit a substantial development project while preserving a continuous regional shoreline trail system. Development at this location will permit Berkeley to provide a transition to potential future development in the City of Albany. Third, a development site is located within the Brickyard area. This strategic location presents an opportunity for Berkeley to create a strong visual image for the waterfront, but will require very explicit design controls in order to protect important views to the waterfront and not impact the natural environmental qualities of the adjacent shoreline.

### Intensity

Development in this alternative is confined to approximately 19 to 22 percent of the privately held uplands. The initial program devised to evaluate this generic alternative will range widely from 680,000 square feet to 1,450,000 square feet. This range reflects the development potential of the three identified sites. The low range is representative of development prototypes that are less costly to build but yield less revenue. The higher range reflects prototypes that are more expensive but yield higher revenues.

## Mix

The alternative provides a broad mix of commercial uses that either directly support the primary recreational role of this alternative or do not adversely impact the recreational activities.

- o Site A. Adjacent to the Marina would be a commercial recreation oriented specialty retail complex similar to the one included in Alternative 1.
- o Site B. This 16-acre site in the Horse Barn area is impacted by noise from the freeway. While it is possible to mitigate this impact, the limited scale of this development site does not provide sufficient area to create a neighborhood. Consequently, office or research and development uses are included. In the event this development site becomes more integrated with the City of Albany, a mixed-use development could be created here.
- o Site C. The Brickyard is a very sensitive site because of its visibility. The development program proposed for this area is one compatible with the primary recreational role for this alternative. A low-scale hotel with conference facilities might be sited to take advantage of the spectacular views without adversely affecting public view corridors. A strong design concept for this area could integrate the profit-making component with a number of possible community facilities such as: a beach pavilion to serve the adjacent Strawberry Beach, public meeting rooms served by the adjacent commercial support, or an interpretive center illustrating the natural resources of the Berkeley shoreline.

## Development Strategy

This alternative is seen as a partnership between public and private sectors working together to create a high-quality regional recreational resource. This resulting environment would both serve a wide range of recreational needs and enhance the attractiveness of each of the private development sites.

- o Public Funding. This development alternative would rely extensively on public funding for the open space and recreation improvements. Suitability for public funding can be determined, although no guarantee can be made to assure that these funds will be provided.
- o Revenues. Development revenues would be available from the commercial recreation specialty retail, office, and hotel components of the program.
- o Economic Development. In this alternative, the job opportunities range from targeted, low-skilled or entry-level positions to a wide range of skilled, clerical and professional positions.

- o Joint Development. There are two significant opportunities to establish joint development projects in this alternative. The first is at Site A, adjacent to the Marina in a similar way as in Alternative 1. The second is Site C, the Brickyard, where community facilities might be integrated with the hotel/conference development. This could involve participation with the City as well as other public agencies providing region-serving recreational facilities.
- o Phasing. The Horse Barn site is presently under lease in connection with the operations of the Golden Gate Racetrack. That lease expires in 1997 and it is not certain that it will be renewed. Development at this site should be coordinated with the City of Albany.
- o Potential Development of City Lands. The future development of City-owned land adjacent to the Marina would be very compatible with this development alternative. Any intensification, however, would have to assure an adequate parking supply for the existing marina and commercial uses.

### ALTERNATIVE 3: MODERATE INTENSITY

This alternative adds commercial development along the freeway boundary of the waterfront to those sites already identified in Alternative 2. In this alternative, there is sufficient development intensity to provide a viable new residential community integrated in a mixed-use development prototype. This alternative retains a strong continuous shoreline park and a major public open space in the central meadow, with strong commitments for open space improvements from the private sector.

#### Pattern

In this alternative, the development is distributed along the freeway boundary and adjacent to the Berkeley Marina. The concept recognizes the primary activity center at the Marina but adds a substantial development zone that buffers the shoreline park from the freeway. The street pattern east of the freeway is extended across the freeway and the development fronts on both sides of University Avenue. In this way, the Waterfront will be more fully integrated into the existing fabric of the City.

#### Intensity

Development in this alternative frames the open space resource and covers approximately 35 to 39 percent of the privately held uplands. The initial program devised to test this generic alternative will range from 2.23 million square feet to 2.76 million square feet.

#### Mix

The alternative provides a broad mix of commercial and residential uses in order to balance revenue-producing uses with non-revenue-producing uses.

- o Site A. Adjacent to the Marina would be located a commercial recreation/specialty retail complex.
- o Site B. In the Horse Barn area, 350 to 500 dwelling units would be integrated into a mixed-use complex with office uses adjacent to the freeway frontage to buffer the noise.
- o Site C. The Brickyard site is developed with the same hotel/conference facility as shown in Alternative 2. The opportunities for integrating community facilities into this area are the same.

- o Site D. The North Basin Strip includes an additional 600 to 650 dwelling units in a mixed-use complex with office uses adjacent to the freeway frontage to buffer the noise. Together with the Horse Barn area, a total of 950 to 1,150 housing units would provide a substantial new residential community at the waterfront.

#### Development Strategy

This alternative is seen as a new mixed-use residential/commercial community, a true urban village and economic center.

- o Public Funding. Available public funding sources would be utilized to augment the development-related revenues to pay for public improvements in the continuous shoreline park.
- o Revenues. Development-related revenues would be identified in order to determine the best allocation for the mitigation of impacts associated with the development. This might include: housing subsidies, employment programs, recreational improvements, or others.
- o Economic Development. Job opportunities would range from targeted, low-skilled or entry-level jobs associated with the specialty retail and hotel components to a broad range of skilled and professional jobs associated with the office and research and development component.
- o Joint Development. As in Alternative 2, there are two possible opportunities to establish joint development projects. The first is at Site A, adjacent to the Marina. The second is at Site C, the Brickyard.
- o Phasing. The Horse Barn site is presently under lease until 1997. The substantial housing and office development components would require careful phasing in order to reflect absorption rates. The mix of housing and office, however, will permit the development to shift building programs and respond to variations in both markets.
- o Potential Development of City Lands. The future development of City-owned land adjacent to the Marina would be very compatible with this development alternative. Any intensification, however, would have to assure an adequate parking supply for the existing marina and commercial uses.

## ALTERNATIVE 4: HIGH INTENSITY - SANTA FE PLAN

This alternative was presented to the City by the property owner, Santa Fe Land Improvement Company. Although total land coverage is similar to Alternative 3, it represents the high range of intensity in the generic alternatives. This alternative adds development in the meadow area adjacent to the North Basin, Site E. It also includes a land use designation of public access easement within a general open space plan.

### Pattern

In this alternative, the development is concentrated around the North Basin and leaves substantial open space resources adjacent to the south sailing basin. The development parcels are shown in large unsubdivided units, with public open spaces following the shoreline edge. The center of focus for this open space is a 24-acre landscaped Berkeley "Crescent". It also provides for a continuous shoreline trail system.

### Intensity

Development in this alternative covers approximately 40 percent of the privately held uplands. The development program proposed by the property owner totals 4.15 million square feet including a 100,000 square foot "marina plaza" commercial recreation development on land to be consolidated in City ownership at the eastern edge of the Berkeley Marina.

### Mix

The alternative provides a broad mix of commercial land uses including hotel, office, research and development space, specialty retail and support retail for the office and hotel functions.

- o Site A. Site A includes a commercial recreation specialty retail complex.
- o Site B. The Horse Barn area provides a 15.98 acre site. The proposed uses include office, research and development, and support retail.
- o Site C. The Brickyard area is not designated for development. Approximately 20 acres of the area are identified as privately owned with a public access easement. The remaining area is shown as public open space with the provision of an interpretive center on the end of the Brickyard site.
- o Site D. This area is subdivided into two zones in the property owners plan. The area at the south, approximately 9.6 acres, is planned to be more closely related in use to the development in the meadow. In this portion of the site, the widest range of potential commercial uses are

proposed including hotel, office, and support retail. The northern portion of the site, the North Basin Strip, is proposed to be a 23.13-acre development with office, research and development uses and support retail uses.

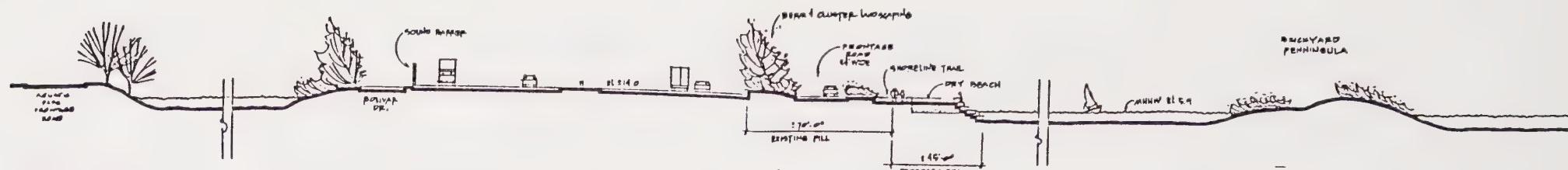
- o Site E. In the meadow is located an 11.85-acre development site for hotel, office, and support retail. The development fronts a shoreline promenade adjacent to the North Basin that is shown as privately owned with a public access easement.
- o Site F. The Berkeley "Crescent" is a 24-acre parcel in private ownership with a public access easement. The property owner proposes to landscape this area and provide improvements compatible with the passive enjoyment of open space.

#### Development Strategy

This alternative is presented as a commercial development with significant revenue sources for the City and substantial number of job opportunities for the surrounding workforce. In addition to the direct consequences of taxes and jobs, the property owner also proposes to establish a number of specific programs targeted at minority and low-income groups in the City.

- o Public Funding. No public funding sources have been identified for implementation of this alternative.
- o Revenues. The property owner estimates the potential revenue to the City to be \$5,000,000 per year at project buildout.
- o Economic Development. The property owner estimates that the alternative will produce 12,000 permanent jobs including 5,000 entry-level positions. Another 3,800 full-time construction jobs are estimated to be involved, including 700 entry level. The property owner proposes to donate to Berkeley Public Interest Corporation a 2-1/2 acre prime office parcel and \$1.00 per square foot of office space as it is built to benefit minority/women enterprises. Similarly, agreements will be made to assure the participation of minority/women-owned businesses in the planning, design, and construction of the proposed project.
- o Joint Development. The property owner proposes to enter into joint development of the marina plaza area, Site A, adjacent to the Berkeley Marina.
- o Phasing. No specific phasing plan has been proposed, though it is anticipated that the full build out of the waterfront would take several years.

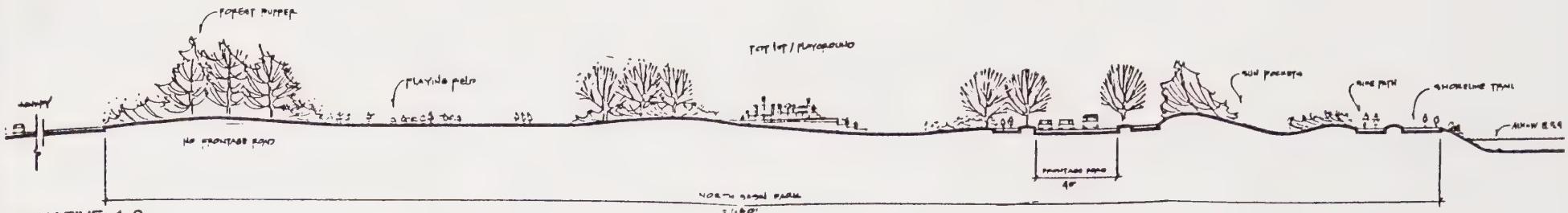




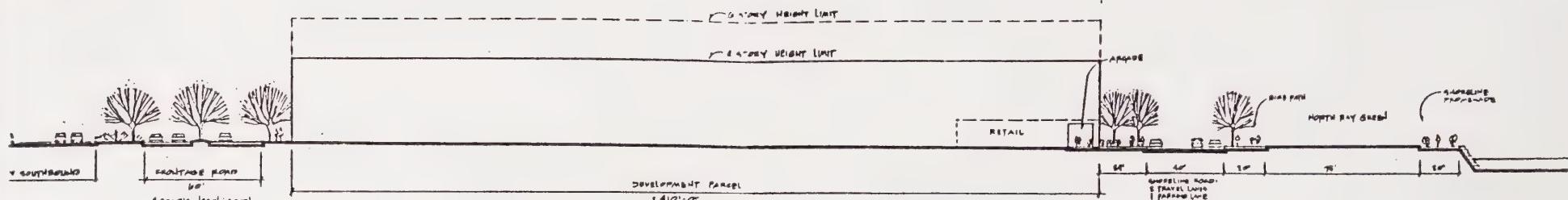
ALTERNATIVE 234

SECTION ALTERNATIVES: I-80 TO THE BERKELEY BEACH  
FIGURE 9

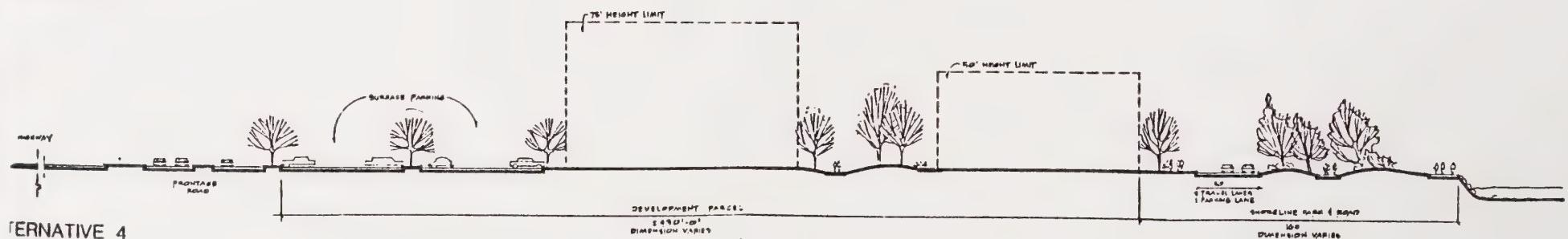




## ALTERNATIVE 1,2



### ALTERNATIVE 3

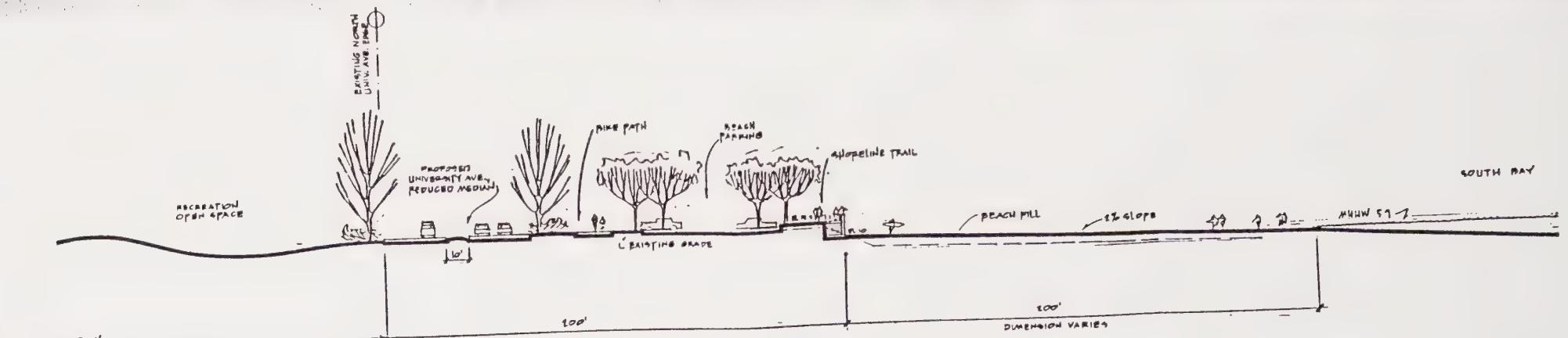


## ALTERNATIVE 4

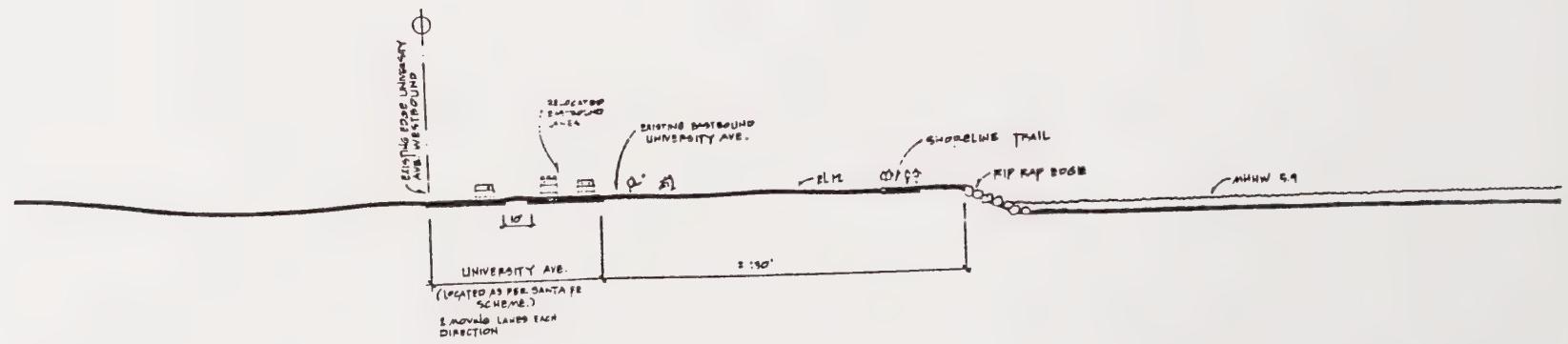
## SECTION ALTERNATIVES: I-80 TO THE NORTH BASIN

FIGURE 10





ALTERNATIVE 2,3



ALTERNATIVE 4

SECTION ALTERNATIVES: THE MEADOW TO THE SOUTH BASIN

FIGURE 11



## Appendix 1.

**DESCRIPTION OF  
COMMUNITY LAND USE PROPOSALS**

Ref. #	Development Open Space - Acres and Activity (s.f. & ac.)	General				Garden			Height	Gross FAR		
		Land Uses	%	Housing	Office	Commercial	Hotel/Conf.	Office/R&D	Other			
1.	=70 ac.; nature area & parkland 1,780,000 s.f., beach, pond @ Schoolhouse Creek	Office	21	202,000	365,000	340,000	86,000	300,000	Artisan 135,000 1-3 stories Sports 312,000 40,000	0.25		
		Other Comm.	44									
		Housing	11									
		Hotel/Conf.	5									
		Other	20									
2.	Less than 70 acres	7,555,000 s.f.	Office	28	3,550,000	1,900,000	390,000	1,290,000	725,000	---	20 story max. 1.05	
		Other Comm.	5									
		Housing	47									
		Hotel/Conf.	17									
3.	Less than 70 acres	6,120,000 s.f.			2,300,000	1,400,000	600,000	1,320,000	500,000	---	?	0.85
4.	Less than 70 acres	4,920,000 s.f.			3,580,500	910,000	100,000	330,000		---	20 story max. 0.67	
5.	2/3 of Meadow + shoreline	4,575,000 s.f.	Comm.	11	1,575,000	0	500,000	2,500,000	0	\$0	14 story max. 0.64	
		Housing	35									
		Hotel/Conf.	55									
6.	82 acres	4,100,000	Office	73	0	750,000	100,000	1,000,000	2,250,000	---	8 story max. 0.55	
		Comm.	3									
		Hotel/Conf.	24									
7.	67 ac. + 14 ac. fill for beach	2,055,000	Office	37	600,000	850,000	5,000	600,000	0	---	6 maximum 3 average	0.28
		Comm.	3	17 ac.	17 ac.	17 ac.						
		Housing	50									
		Hotel/Conf.	50									
8.	= 90 ac.?	7 (not stated)	Office		N. Basin	0	Marina	N. Meadow	N. Basin	Wild Pres. Marina Ped. Overpass	2-3 stories	?
		Comm.										
		Housing										
		Hotel/Conf.										
9.	All western part of site (dev. only near freeway)	2,400,000	Office	25	1,600,000	0	200,000	0	600,000	---	4-5 max.	0.33
		Comm.	9									
		Housing	66									
10.	All western part of site (dev. only near freeway)	2,400,000	Office	17	700,000	0	300,000	1,000,000	400,000	School Theater Museum	4-5 max.	0.33
		Comm.	13									
		Housing	30									
		Hotel/Conf.	40									
11.	150 ac. park All land PUBLICLY OWNED	360,000 20 ac.	?	0	0	?	?	?	0	---	2 max.	0.05







Ref.	Development	Land Uses
# Open Space - Acres and Activity (s.f. & ac.)		
21. Meadow Brickyard Stables Sheathing	300,000+	?
22. "Bayfront Conservancy Dist." Not stated "Open space, water-oriented, identity-focused model urban environment"		Not stated
23. Entire site exc. as noted	Only Exhib. Ctr., All public "Public House", Concessions <300,000	
24. Only mentions beach	Not addressed	Not address
25. Entire site	0	0
26. Entire site exc. as noted	Mainly N. Basin/ Stables area 250-300,000	Hotel/Conf. Comm.
27. Meadow remains "wild" Limit intensity of adj.- dev.		
28. Nude swimming	Not addressed	Not address
29. City acquire entire site; Dedicate to artists	---	---
30. Playing Fields, Water-related recreation Open Corridor Meadow to North Waterfront Park	Conf. Ctr./ (Astrodome) Low priced Accommodations Hotel = "300,000	
31. Amphitheater, playing fields, Creek enhancement Rec./Cult./Ed. Facilities	Monymaking rec. (large, Tivoli) Rest., food stands	
32. 78 ac.	1,460,000 s.f. 96 ac.	



# Initial Evaluation Criteria



DRAFT/November 30 1984

CRITERIA FOR EVALUATION OF  
LAND USE ALTERNATIVES AND PRELIMINARY GOALS AND POLICIES  
FOR THE  
CITY OF BERKELEY WATERFRONT PLANNING PROGRAM

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### INTRODUCTION

1. NATURAL ENVIRONMENT
2. VISUAL LANDSCAPE
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4. RECREATION AND OPENSPACE
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6. HOUSING
7. TRANSPORTATION AND UTILITIES
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9. IMPLEMENTATION

APPENDIX: CITY OF BERKELEY, PRELIMINARY WATERFRONT GOALS  
AND POLICIES

## INTRODUCTION

The following draft represents the initial effort to establish objective criteria by which the land use alternatives presented in the previous section may be evaluated.

The criteria may also be used to test the feasibility of proposed goals and policies.

The clarification of these criteria are intended to aid in decision-making at each stage of the process.

The criteria have been derived from the preliminary goals and policies for the waterfront. All of the goals are reflected in this draft. However, several of the policies remain to be clarified through public discussion.

In this report, a policy is understood to mean an administrative rule to guide decision-making by the City. Criteria are standards by which to judge whether the policy is being implemented. Therefore, one or more criteria are associated with each policy statement.

Review and comment on the criteria will assist consultants in identifying areas of broad consensus and areas of conflict to be resolved. The consultant team has already held approximately twenty meetings with community groups and local constituencies, and the criteria presented reflects this input. However, many questions remain.

After the public workshop in which these criteria are presented, Anthony/Fleming Associates, representing the consulting team, will begin a formal survey of community opinion in order to clarify these questions and to make modifications as necessary.

Agreement by various constituencies on the language and assumptions imbedded in the criteria will make possible objective comparison of the land use alternative presented by the ROMA team.

Such agreement is also a necessary step in refining the goals and policies and the development of a preferred alternative for the site.

The criteria are arranged under nine major issues, in order to facilitate public discussion and technical review in these separate areas of public concern.

The major issues presented are: 1) natural environment; 2) visual landscape; 3) economic development; 4) recreation and open space; 5) land use; 6) housing; 7) transportation and utilities; 8) revenue generation for the City; and 9) implementation.

The order in which the material is presented does not reflect the final format for Goals and Policies, or the Master Plan Amendments. Rather the arrangement is intended to help focus discussion on the issues.

## I. NATURAL AND PHYSICAL ENVIRONMENT

### 1.1 RESTORE, PRESERVE AND ENHANCE ECOLOGICAL HABITATS.

#### Criteria

- o Fosters the vitality of existing aquatic, intertidal (wetland), and, terrestrial habitats.
- o Promotes the establishment of new habitats.
- o Fosters an increase in the diversity of habitats.

### 1.2 PROVIDE QUIET ENVIRONMENT.

#### Criteria

- o Utilizes building or land forms to reduce existing noise levels in areas of high environmental quality.
- o Limits new sources of noise.

### 1.3 MINIMIZE BAY FILL AND DREDGING

#### Criteria

- o Avoids increasing bay fill.
- o Limits dredging in surrounding waters.

### 1.4 PRESERVE AND ENHANCE WATER QUALITY

#### Criteria

- o Prevents surface water quality degradation.
- o Improves existing water quality conditions.
- o Protects groundwater quality.

### 1.5 PROTECT AND ENHANCE AIR QUALITY.

#### Criteria

- o Prevents degradation.
- o Prevents substantial traffic emissions.

## 1.6 MINIMIZE HAZARDS FROM LANDFILL

### Criteria

- o Eliminates potential hazards from methane.
- o Avoids differential settlement and compaction.
- o Controls leachates.

## 1.7 MINIMIZE HAZARDS FROM NATURAL PHENOMENA (WIND, WAVES, SEISMIC ACTIVITY).

### Criteria

- o Limits seismically-induced damage to any new structures.
- o Limits damage to any new structures due to anticipated differential settlement.
- o Prevents hazards from wave action and winter storms.

## 2. VISUAL LANDSCAPE

2.1 MAINTAIN SIGNIFICANT VIEWS TO THE BERKELEY HILLS FROM THE WATERFRONT AND SCREEN FROM THE WATERFRONT VIEWS OF THE FREEWAY AND ADJACENT INDUSTRIAL DEVELOPMENT.

### Criterion

- o Controls height, scale and massing of buildings on the waterfront to maintain views of hills and ridge lines as seen from the east boundary of North Waterfront Park and the Berkeley Marina.

2.2 PROTECT VIEWS OF THE BAY AND KEY REGIONAL FEATURES FROM PUBLIC OPEN SPACE RESOURCES IN THE BERKELEY HILLS.

### Criterion

- o Controls height, scale and massing of buildings on the waterfront to minimally affect views to the Bay from the public open space resources in the Berkeley Hills.

2.3 MAINTAIN AND ENHANCE EXISTING VISUAL CORRIDORS TO THE WATERFRONT.

### Criterion

- o Locates mass and articulates waterfront development to enhance and maintain view corridors to the Bay from University Avenue and Gilman Street.

2.4 ENHANCE AND MAINTAIN THE VISIBILITY OF THE WATER FROM THE FREEWAY AND FRONTOGE ROADS.

### Criteria

- o Establishes the edge treatment and landscaping of the freeway and frontage road to maintain opportunities for views to the Bay through proposed development.
- o Maximizes opportunities for views from elevated locations such as portions of the freeway or from freeway interchanges.

### **3. ECONOMIC DEVELOPMENT AND EMPLOYMENT**

**3.1 CREATE ENTREPRENEURIAL OPPORTUNITIES CONSISTANT WITH THE SHORELINE CHARACTER OF THE SITE, BERKELEY'S EXPORT BASE, AND INNOVATIVE INDUSTRIES.**

#### Criteria

- o Supports types of businesses which need direct access to the shoreline.
- o Supports types of business related to Berkeley's education and research sector.
- o Promotes a development pattern that fosters investment in small scale, new enterprises.

**3.2 CREATE ENTREPRENEURIAL OPPORTUNITIES FOR MINORITIES, WOMEN, LOCAL RESIDENTS, VETERANS AND DISABLED PERSONS AT THE WATERFRONT.**

#### Criteria

- o Provides for businesses owned by special populations as a percentage of overall business opportunities provided on the site.
- o Provides mechanisms to achieve a percentage of total construction dollar amount awarded to minority owned, women owned and locally owned design firms, construction firms and suppliers.

**3.3 CREATE JOB OPPORTUNITIES FOR TARGETED POPULATIONS, CONSISTENT WITH EMPLOYMENT NEEDS DEFINED BY THE CITY OF BERKELEY.**

#### Criteria

- o Promotes gender parity and percentage of permanent jobs for minorities.
- o Promotes percentage of workforce from among local residents.
- o Promotes percentage of jobs for youth.
- o Promotes percentage of eligible persons, defined by the Job Training Partnership.

**3.4 CREATE CONSTRUCTION EMPLOYMENT OPPORTUNITIES FOR MINORITIES, WOMEN AND LOCAL RESIDENTS.**

**Criteria**

- o Targets a percentage of minority employees on a craft by craft basis.
- o Promotes a federally mandated construction opportunities for women.
- o Targets a percentage of local resident participation, consistant with union practices.

#### 4. RECREATION AND OPEN SPACE

4.1 PROMOTE RECREATIONAL FACILITIES THAT SATISFY OPEN SPACE NEED STANDARDS FOR BERKELEY RESIDENTS.

##### Criteria

- o Meets available community standards of recreational need for residents.

4.2 PROMOTE RECREATIONAL FACILITIES THAT SATISFY A PORTION OF IDENTIFIED REGIONAL RECREATIONAL NEEDS.

##### Criteria

- o Meets needs for Alameda County as identified in the State Parks East Bay Shoreline Feasibility Study, specifically for campsites, boat access sites, and bicycle and hiking trails.
- o Accommodates regional needs compatible with unique site conditions and with Berkeley objectives and policies.

4.3 ORGANIZE THE PATTERN OF WATERFRONT DEVELOPMENT AND LANDSCAPE TO MAXIMIZE VISUAL AND PHYSICAL ACCESS TO THE WATER'S EDGE.

##### Criteria

- o Extent to which the shoreline is designed to accommodate water-related activities. Width of the shoreline open space is determined by what type of activities take place at the water, microclimatic conditions, and urban design considerations.
- o Minimum width of the continuous regional shoreline open space is 150', including any roadway.
- o Shoreline open space conditions varies in width and design character to enliven the visual interest of the waterfront and respond to the activity requirements of adjacent development and water conditions.

**4.4 WATERFRONT RECREATIONAL DEVELOPMENT SHOULD PROVIDE MAXIMUM OPPORTUNITIES FOR WATER-RELATED RECREATION AND OPEN SPACE.**

**Criteria**

- o Opportunities for fishing are preserved and enhanced including tailgate fishing as well as deeper water fishing from piers or jettys.
- o Degree to which opportunities for windsurfing are preserved and enhanced in response to the unique regional attributes of the Berkeley waterfront.
- o Opportunities for small boat launch sites and small boat rental sites are preserved and enhanced because of the large amount of protected, shallow water adjacent to the waterfront.
- o Opportunities for alternatives to the more expensive marina berthing facilities are provided, including, for example, small boat anchorages in protected areas.
- o Opportunities for enhancing the public access and understanding of the natural processes in the shoreline are provided, including, for example, shoreline parks adjacent to the mudflats and an interpretive center.

**4.5 IN ADDITION TO WATER-RELATED RECREATION, WATERFRONT DEVELOPMENT PROVIDE A WIDE RANGE OF OTHER APPROPRIATE RECREATIONAL/EDUCATIONAL/CULTURAL ACTIVITIES SERVING ALL AGE GROUPS, ECONOMIC LEVELS, AND PHYSICAL ABILITIES. RECREATIONAL DEVELOPMENT SHOULD ENSURE A BALANCE BETWEEN ACTIVE VS. PASSIVE, STRUCTURED VS. UNSTRUCTURED, AND COMMERCIAL VS. FREE PUBLIC RECREATION.**

**Criteria**

- o Opportunities for passive enjoyment of the waterfront are provided throughout the study area.
- o Active recreational developments including play fields are provided so that they do not conflict with adjacent activities.
- o Cultural facilities such as an amphitheater can be provided. More intensive cultural facilities, such as museums, requiring greater budgetary support, can be provided only if it is shown that ongoing funding is available to maintain the facility.
- o Beach areas are provided or enhanced if they are technically cost-effective and not environmentally damaging.
- o Commercial recreation activities in addition to public park space are encouraged to increase the range of activities, suitable to the waterfront, and to serve the widest range of interest. Commercial recreation activities are self-supporting.

4.6 LOCATE AND DESIGN RECREATIONAL FACILITIES AND AREAS TO BE RESPONSIVE TO ENVIRONMENTAL OPPORTUNITIES AND CONSTRAINTS.

Criteria

- o Accommodates the prevailing windy and cool nature of the Berkeley waterfront by careful response to existing or induced micro-climates.
- o Mitigates noise exposure from freeway and roads.
- o Protects and enhances valuable habitat and other sensitive areas.
- o Considers environmental feasibility of artificial beaches, and other shoreline alteration.

## 5. LAND USE

5.1 ENSURE THAT THE WATERFRONT WILL BE ATTRACTIVE AND ACCESSIBLE TO ALL ECONOMIC AND ETHNIC GROUPS, REGARDLESS OF AGE, SEX, RACE, PHYSICAL ABILITIES.

### Criteria

- o Provides a circulation pattern that maintains clear public access to the shoreline.
- o Assures handicapped access throughout the waterfront.
- o Provides activities that matches each age, ethnic, economic and social group's preferences.

5.2 CONSIDER THE LIKELY FUTURE LAND USE OF DEVELOPABLE LANDS IN ADJACENT CITIES WHEN DETERMINING APPROPRIATE USES FOR BERKELEY WATERFRONT LANDS.

### Criterion

- o Consider cumulative effects of potential future projects on Golden Gate Fields lands, Emeryville Redevelopment Area, and of Berkeley development on growth inducing affects.

5.3 THE VISION FOR THE WATERFRONT MUST REFLECT THE VALUES, INTERESTS, AND UNIQUE CHARACTER OF BERKELEY'S POPULATION.

### Criteria

- o Waterfront development should express the special location and history of the city and the waterfront.
- o Waterfront development enhances the quality of existing natural environments and provides stable, self-sustaining habitat.
- o Waterfront development incorporates appropriately scaled technology and resource conservation measures.

5.4 LIMIT INTENSITY OF DEVELOPMENT AND ENSURE A SCALE, GRAIN, AND CHARACTER COMPATIBLE WITH THE URBAN VILLAGE CHARACTER OF BERKELEY.

Criterion

- o Development intensity, mix of uses, land and coverage, degree of articulation in building massing, enhances the pedestrian quality of the environment.
- o Development promotes a broad mix of uses and activities to avoid homogeneous development.
- o Parcelization and other implementation techniques encourages participation by multiple developers, while still ensuring a coherent and integrated environment.

5.5 DEVELOPMENT PROGRAM AND SITE PLAN SHOULD ENSURE SECURITY FOR WATERFRONT USERS.

Criteria

- o Nighttime activities becomes an essential feature of the Waterfront.
- o Incorporates residential areas into the Waterfront to provide more continuous surveillance.
- o Promotes community facilities and commercial recreation uses such as theater, concerts, and other performances to increase the activity throughout the day.

5.6 ENSURE THAT WATERFRONT DEVELOPMENT IS CONSISTENT WITH THE DESIGNATION OF DOWNTOWN AS THE CENTRAL COMMERCIAL AREA OF THE CITY.

Criteria

- o Extent to which Waterfront development creates a commercial area does not compete with role of downtown in terms of potential tennants, market area, etc.

5.7 IMPROVE THE PHYSICAL CONNECTION BEWTEEN THE WATERFRONT AND THE CITY.

Criteria

- o Provides pedestrian and bicycle crossings of the freeway, where feasible, to maintain shoreline trail continuity.
- o Provides for interconnecting pedestrian and bicycle routes at University Avenue and Gilman Street.
- o Provides a parcelization pattern for development adjacent to the freeway that employs the existing street grid east of the freeway.

## 6. HOUSING

### 6.1 INCREASE OPPORTUNITIES FOR HOUSING IN BERKELEY.

#### Criteria

- o Provides housing on-site.
- o Subsidizes housing off-site after housing impacts are mitigated.

### 6.2 INCREASE THE SUPPLY OF LONG AFFORDABLE HOUSING IN BERKELEY.

#### Criteria

- o Provides a mix of housing to serve low and moderate income households, considering:

**Measure:**

- Number and percent of low and moderate income units.
- Number and percent of rental units.
- Number of housing units that serve special populations' needs, including live-work units.

- o Contains appropriate mechanisms to insure long term affordability.

### 6.3 PRESERVE EXISTING LOW AND MODERATE INCOME HOUSING IN BERKELEY.

#### Criteria

- o After housing impacts are mitigated, uses surplus from commercial development to fund rehabilitation and homeownership for low and moderate income residents of Berkeley.
- o Targets housing assistance programs to neighborhoods that are vulnerable to gentrification and displacement, to insure long term affordability.

### 6.4 BALANCE REGIONAL AND LOCAL HOUSING NEEDS.

#### Criteria

- o Attains a balance of jobs and housing on the site.
- o Matches housing characteristics to local housing need, considering housing price schedule as a function of Berkeley's household income distribution.

6.5 IF HOUSING IS TO BE BUILT ON SITE, PROVIDE ENOUGH UNITS TO CREATE A SELF CONTAINED NEIGHBORHOOD

Criteria

- o Provides sufficient number of units to provide essential neighborhood services.

## 7. TRANSPORTATION AND UTILITIES

### 7.1 REDUCE DEPENDENCY ON PRIVATE VEHICLES, TO, FROM, AND WITHIN THE SITE.

#### Criteria

- o Makes efficient use of existing transportation systems; e.g., development should be concentrated where existing infrastructure capacity exists.
- o Makes development compatible with existing and potential service levels of AC Transit or other potential transportation services.
- o Extent to which circulation patterns minimize conflicts between pedestrians and bicyclists and auto traffic. Provides bicycle trails which link with City bike trail system.
- o Circulation patterns provide convenient and direct regional transit connections for employment generators or housing concentration in the waterfront project area.
- o Extent to which local transit service connections are provided for Berkeley residents to the waterfront recreational, commercial, and/or office/industrial uses.

### 7.2 BALANCE THE WATERFRONT DEVELOPMENT INTENSITY AND LAND USE MIX WITH THE POTENTIAL TRAFFIC CAPACITY OF THE TRANSPORTATION SYSTEM.

#### Criteria

- o Extent to which development intensity and mix result in an average level of service of D or better at all study area intersections during the AM and PM peak hours.
- o Extent to which development intensity and mix minimize conflicts between local and regional (freeway) traffic.
- o Extent to which development minimizes the amount of land devoted to roads and parking.
- o Extent to which the circulation pattern provides the most convenient and direct freeway access for office/industrial uses to minimize traffic intrusion into the recreationally designated areas.
- o Extent to which the circulation system provides a high degree of public accessibility to the waterfront and the designated recreation areas.
- o Extent to which the transportation system provides for local circulation between the rest of Berkeley and the waterfront.

- o Extent to which the circulation system maintains the integrity of University Avenue as the primary east/west street serving the City of Berkeley and connecting to the waterfront.

7.3 PROVIDE APPROPRIATE ACCESS AND PARKING TO SERVE THE PROPOSED RECREATIONAL/OPEN SPACE USES.

Criteria

- o Provides distributed public parking locations to avoid large fields of paving.
- o Fill parking needs by shared use with commercial parking when appropriate or cuts the need for parking by providing alternatives; shuttle services and other means of transportation.

7.4 PROVIDE EFFICIENT COMPREHENSIVE UTILITY SERVICE IN A COST EFFECTIVE MANNER MINIMIZING IMPACTS TO THE ENVIRONMENT.

Criteria

- o Waterfront development is assured of adequate regional capacity for service requirements.
- o New utilities on-site are located and engineered to adequately serve development with a minimum of risk from differential settlement.
- o New utilities are designed to minimize capital and operating costs.

## 8. FISCAL AND REVENUE GENERATION

8.1 REVENUES TO THE CITY GENERATED BY DEVELOPMENT ON THE SITE SHOULD EXCEED PUBLIC CAPITAL COSTS AND THE COST OF PUBLIC SERVICES (SUCH AS PARK MAINTENANCE, POLICE AND FIRE PROTECTION, GARBAGE COLLECTION, HOUSING, TRAFFIC CONTROL, STREETS, EMPLOYMENT, ETC.) PROVIDED BY THE CITY AND OTHER PUBLIC AGENCIES.

### Criteria

- o Extent to which taxes, fees, and other charges exceed public investment and maintenance and services costs over time.

8.2 BALANCE LAND USES WHICH REQUIRE CITY FINANCIAL SUPPORT WITH THOSE THAT GENERATE INCOME TO THE CITY.

### Criteria

- o Uses surplus financial benefits derived through revenue after mitigating adverse physical or social impacts of development at the Waterfront.

## 9. IMPLEMENTATION

- 9.1 ENSURE COMPLETE FULFILLMENT OF THE CITY'S ADOPTED PHASE I GOALS AND OBJECTIVES FOR THE WATERFRONT, AS THEY ARE ARTICULATED AND REFINED THROUGH THE PLANNING PROCESS.
- 9.2 CONSIDER POTENTIAL FEASIBILITY OF MAKING A PORTION OF THE BERKELEY WATERFRONT A STATE PARK, AS OUTLINED IN THE STATE DEPARTMENT OF PARKS AND RECREATION STUDY OF DECEMBER 1982.

### Criteria

- o Satisfies high-priority recreational needs of the region consistent with Berkeley goals and policies.
- o Provides for long-term operations and management of a regional recreation facility.

- 9.3 ENSURE CONFORMANCE WITH BAY CONSERVATION AND DEVELOPMENT COMMISSION (BCDC) POLICY.

### Criteria

- o Limits fill in the bay to only minor fill related to improvement of shoreline appearance or enhancement of public access.
- o Assures maximum public access to the shoreline consistent with the adjacent development within the BCDC jurisdiction zone, measured 100' inland from the point of highest tidal action (8.6' MLLW datum along the Berkeley shoreline).

- 9.4 PROVIDE A MIX OF ACTIVITIES AND OPPORTUNITIES CONSISTENT WITH MARKET REALITIES AND BALANCED ECONOMIC GROWTH.

### Criteria

- o Anticipates rents, prices and values compatible with public purpose comparable with similar activities in the area.
- o Accommodates absorption rates for market sectors with sufficient controls on development phasing to assure adequate public facility services.

- 9.5 CREATE A MIX OF ACTIVITIES WHICH JUSTIFIES THE INVESTMENT OF THE REQUIRED RESOURCES.

### Criteria

- o Assumes a level of land appreciation comparable to similar development, compatible with public purpose.

**9.6 INSURE IMPLEMENTABILITY OF NECESSARY CAPITAL IMPROVEMENTS.**

**Criteria**

- Identifies the costs of transportation related and infrastructure improvements.
- Identifies public funding for transportation and infrastructure improvements.
- Evaluates physical feasibility of transportation and infrastructure improvements, e.g., problems associated with settling of road base, is fill required for transportation improvements, is adequate right-of-way available for improvements.
- Identifies potential phased implementation strategies for transportation and infrastructure improvements.
- Assures an acceptable rate of return on the invested capital.

**9.7 ENSURE IMPLEMENTABILITY OF THE RECREATIONAL ELEMENT OF THE WATERFRONT PLAN.**

**Criteria**

- Accounts for initial construction costs and on-going operations and maintenance costs.
- Allows for phased development of recreation and open space improvements so that long term objectives are not sacrificed.

**9.8 PROMOTE OPPORTUNITIES FOR JOINT PUBLIC PRIVATE DEVELOPMENT.**

**Criteria**

- Identifies opportunities to achieve public benefits such as community facilities, investment in public amenities or infrastructure, through joint venture development.
- Identifies private incentives such as shared risk or shared equity.

## Appendix 2.

## PRELIMINARY GOALS AND POLICIES

Berkeley residents share a common interest in the waterfront which requires a nurturing and enduring protection of this distinct and valuable natural resource. The area's delicate ecosystem, unique opportunities for bayfront dependent and bayfront-related activities and social and cultural needs of the people of the City require the land to be used with careful balance. As the last large undeveloped land area in Berkeley, the waterfront also represents an important economic resource that can provide for the well-being of all the City's people.

To protect, maintain and enhance the quality of the bayfront environment and to assure that balanced utilization and conservation of waterfront resources meet the public interest, the following goals and policies are adopted. Goals are presented in capital letters; policies which derive from each goal follow.

### SOCIAL GOALS AND POLICIES

1.0 PROVIDE ACTIVITIES ON THE WATERFRONT WHICH REFLECT THE VALUES, INTERESTS AND UNIQUE CHARACTER OF BERKELEY'S POPULATION AND ARE AVAILABLE TO ALL ECONOMIC AND ETHNIC GROUPS REGARDLESS OF AGE, SEX, RACE AND PHYSICAL ABILITIES.

1.1 Encourage a mix of recreational, commercial and possibly residential uses which serve Berkeley residents of all economic and social/cultural backgrounds.

1.2 Insure through controls on scale and design that new waterfront development maintain and enhance the urban village character of Berkeley.

1.3 Require that all uses of the waterfront open to the general public, be accessible to the disabled and mobility restricted, and that the number of ground floor uses open to the general public be maximized.

1.4 Insure that indirect effects of waterfront development enhance the overall ethnic, cultural and economic balance of Berkeley's residential population.

2.0 PROVIDE A VARIETY OF RECREATIONAL AND EDUCATIONAL ACTIVITIES WHICH ARE COMPATIBLE WITH THE WATERFRONT ENVIRONMENT AND ARE CONSISTENT WITH THE OPEN CHARACTER OF THE SITE.

2.1 Develop an unbroken stretch of public open space from Emeryville to Albany as part of an East Bay Shoreline Park.

2.2 Enhance recreational opportunities which meet City and regional recreational needs that benefit from the site's location, its marine characteristics and its existing Bayfront development.

- 2.3 Link new public recreational uses with those at the North Waterfront Park and the Marina.
  - 2.4 Develop marine educational and cultural uses for all segments of the population.
  - 2.5 Devote the publicly owned land north of Spinnaker Way to public open space and recreation without significant buildings.
- 3.0 MINDFUL OF OUR REGIONAL RESPONSIBILITIES, INSURE THAT THE COST OF REGIONAL USES OF THE WATERFRONT TO BERKELEY RESIDENTS ARE OUTWEIGHED BY THE BENEFITS.
- 3.1 Insure that waterfront development in Berkeley is cooperatively planned with our neighbors, Emeryville and Albany.
  - 3.2 Insure that waterfront development will benefit future generations as well as today's and that legitimate regional claims on uses be acknowledged and planned for.
  - 3.3 Give priority to development which produces employment and business opportunities meeting the special needs of Berkeley's un-and underemployed population, and/or revenue to the City to meet these needs.
  - 3.4 Insure that waterfront development is consistent with the designation of the downtown as the central commercial area of the City.
  - 3.5 Insure that any pressures on Berkeley roads and its housing market from waterfront development be addressed by enforceable mitigation measures.

#### ECONOMIC GOALS AND POLICIES

- 1.0 TO PROMOTE ECONOMIC DEVELOPMENT WHICH WILL ENHANCE BERKELEY'S ECONOMIC DIVERSITY AND STRENGTHEN ITS ECONOMIC BASE WHILE COMPLEMENTING BOTH THE ENVIRONMENTAL UNIQUENESS OF THE SITE AND DEVELOPMENT IN OTHER PARTS OF BERKELEY.
- 1.1 Insure efficient coordination of public and private resources to maximize productive use of Berkeley's waterfront location.
  - 1.2 Balance uses which require City financial support with those that generate income to the City.
  - 1.3 Encourage uses which contribute to the expansion of employment opportunities for Berkeley's work force in healthy, safe and attractive environments.
  - 1.4 Encourage opportunities at the waterfront for retention, expansion and attraction of research and advanced technology industries.

- 1.5 The City shall clarify its overall employment goals as it proceeds with the Waterfront Master Plan and ensure consistency between those citywide goals and those developed in the Waterfront Master Plan.
- 2.0 INSURE THE PARTICIPATION OF LOCAL BUSINESSES AND MINORITY/FEMALE OWNED BUSINESSES EQUITY PARTICIPATION AT EVERY PHASE OF THE DEVELOPMENT ACTIVITY SUCH AS INVESTMENT OPPORTUNITIES, PROFESSIONAL SERVICES CONTRACTS, SUPPLY CONTRACTS, CONSTRUCTION CONTRACTS AND SUBCONTRACTORS, OCCUPYING TENANTS AND SUPPORT SERVICE CONTRACTS IN THE COMPLETED DEVELOPMENT AMONG OTHER BUSINESS OPPORTUNITIES.
  - 2.1 Insure that a specific plan is established to achieve equity participation of minority/female owned firms in the planning, design, construction and operation of waterfront projects.
  - 2.2 Insure that proposed development contain plans for financial and/or technical assistance to support programs aimed at providing technical assistance to local and minority/female owned firms.
  - 2.3 Include minority equity participation in the planning, design, construction and operation of waterfront projects.
- 3.0 TO PROMOTE ECONOMIC DEVELOPMENT WHICH WILL MAXIMIZE EMPLOYMENT OPPORTUNITIES FOR BERKELEY'S DIVERSE RESIDENTIAL POPULATION.
  - 3.1 Insure that waterfront development is compatible with the employment needs of Berkeley's diverse population particularly the unemployed, under employed and minority residents of the City, both in the long term and the short term.
  - 3.2 Insure that any proposed development establish goals and a specific enforceable plan by job skill category for the employment of Berkeley residents, minorities and women in the hiring of the construction work force.
  - 3.3 Insure that any proposed project provide job opportunities after construction for the unemployed and underemployed residents of Berkeley, including entry level and other levels of training, and that jobs provide for upward mobility to the greatest extent feasible.
  - 3.4 Insure that proposed development commits financial and/or technical assistance for training programs necessary to prepare Berkeley residents for employment opportunities generated by the development with special emphasis on disadvantaged residents.
  - 3.5 Insure that the developer commit to coordinating certain employment opportunities with the City of Berkeley.

#### PHYSICAL GOALS

- 1.0 TO GUARANTEE THAT USE OF THE WATERFRONT PROTECTS, COMPLEMENTS, AND ENHANCES ITS UNIQUE LOCATION AND ENVIRONMENTAL CHARACTERISTICS.

- 1.1 Preserve and restore environmentally sensitive areas of the waterfront, including restoration of the beach and creeks.
  - 1.2 Identify areas which require special management because of hazards such as unstable soil, flooding, and uncontrolled sewage outfall.
  - 1.3 Preserve and enhance air and water quality in the area.
  - 1.4 Prohibit net fill of the Bay.
- 2.0 TO EXPRESS IN THE SCALE, DESIGN AND PHYSICAL LAYOUT OF THE WATERFRONT THE VITALITY AND DIVERSITY OF BERKELEY, ITS LIFESTYLES, ITS SOCIAL VALUES, ITS HISTORY AND ITS ROLE IN THE SAN FRANCISCO BAY REGION.
  - 2.1 Develop a comprehensive design framework which complements the unique waterfront setting, gives identity and orientation to the waterfront, organizes its diverse elements, encourages innovation and is visually interesting and attractive both within itself and as viewed from a distance.
  - 2.2 Insure that any proposed development includes creative shoreline design, varying elevations of terrain and the retention of a maximum amount of Bayfront for public access.
  - 2.3 Insure that designs express the location, history and culture of Berkeley.
  - 2.4 Protect and enhance view corridors and vistas from the Waterfront both toward the Bay and the Berkeley Hills.
  - 2.5 Promote water and energy conservation in the design of structures and landscaping.
  - 2.6 Use natural screening to buffer the impacts of the freeway, major arterials and parking facilities from outdoor areas for recreation and pedestrian and bicycle circulation.
  - 2.7 Use building in the North Basin area to buffer the shoreline from the freeway.
  - 2.8 Ensure that any structures allowed are of limited height, appropriate to the existing structures and topography of the waterfront area.
  - 2.9 Ensure that the intensity and extent of structural uses in developable areas do not dominate and are compatible with the generally open, low-intensity character of the waterfront.

3.0 TO ESTABLISH SAFE AND CONVENIENT ACCESS TO THE WATERFRONT, AS WELL AS AN INTERNAL CIRCULATION SYSTEM THAT MAXIMIZES PEDESTRIAN AND BICYCLE USES.

- 3.1 Increase access for pedestrians and bicyclists to the Waterfront.
- 3.2 Minimize dependence on the automobile by users, employees and residents through expanded transit and paratransit service incentives to use alternate transportation, bicycle and pedestrian facilities.
- 3.3 Improve accessibility (including pedestrian and bicycle access) to the Waterfront from the West Berkeley community and Aquatic

- 3.4 Insure that overpass capacity, freeway design and traffic central plans are consistent with City wide plans.
- 3.5 Provide a safe and separate system of pedestrian and bicycle trails on the Waterfront that link Berkeley and all areas of the Waterfront to neighboring cities.
- 3.6 Minimize the amount of waterfront land devoted to roadways and auto parking.
- 3.7 Encourage walking and biking as the major means of circulation on the waterfront lands.
- 3.8 Increase transit capacity to meet increased demand generated by new development.

#### ADMINISTRATIVE GOALS AND POLICIES

- 1.0 TO GUARANTEE ON-GOING LOCAL CONTROL OVER WATERFRONT ACTIVITIES.
  - 1.1 Adopt comprehensive guidelines, regulations and procedures to insure development in compliance with City policies.
  - 1.2 Utilize inter-agency contacts to insure public projects develop and operate in conformance with City policies.
  - 1.3 Carry out periodic review of waterfront policies, plans and operations to evaluate their current effectiveness and needs for modification.
  - 1.4 Prepare and adopt specific site plans for each of the public areas.
  - 1.5 Establish procedures to monitor agreements on employment, housing, transportation management and maintenance of public use areas.
- 2.0 TO DEVELOP A WATERFRONT PLAN WHICH WILL SERVE RESIDENT NEEDS AND VALUES.
  - 2.1 Include all segments of the community in the development and evaluation of plans for the waterfront.
  - 2.2 Prior to plan adoption or project approval, carry out comprehensive evaluation of environmental, economic and social impacts.
  - 2.3 Aggressively seek public and private grants and favorable financing mechanisms that will maximize public benefits from waterfront development.
  - 2.4 Explore innovative approaches including land dedications, assessment districts, public/private partnerships and development agreements that will permit timely, quality development of the waterfront.
  - 2.5 Insure that projects for the waterfront include activities which will ensure maintenance of the stock of low and moderate income housing to serve existing employment and that created by waterfront development.

